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Mapping Integration Indicators
A Reference Tool for Evaluating
the Implementation of
Ljubljana Guidelines-based Policy

Contents

3	Authors
4	Acronyms
5	Executive Summary
8	Section 1: Introducing the Report
9	Why this report?
9	What is this report about?
9	What is measured?
10	Methodology
12	Section 2: Main Findings
17	Section 3: Indicators Analysis per Policy Area
18	Anti-discrimination and Equality
22	Citizenship
26	Participation in Public Affairs
29	Social and Economic Participation
31	Participation in Cultural and Religious Life
33	Language
36	Education
40	Security and Law Enforcement
43	Access to Justice
46	Media
50	Diversity of Symbols
55	Annex 1 – List of Indexes
59	Annex 2 – Selection of Indicators per Policy Area

The views expressed in this report are exclusively those of the authors and do not imply endorsement by the OSCE HCNM.

DOI: 10.5281/zenodo.4314917

December, 2020

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This report was developed and published with financial support from the Organization for Security and Co-operation in Europe High Commissioner on National Minorities (OSCE HCNM).

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Acronyms

ABBREVIATIONS

CoE	Council of Europe
EU	European Union
FCNM	Framework Convention for the Protection of National Minorities
FRA	European Union Agency for Fundamental Rights
HCNM	High Commissioner on National Minorities
LG	Ljubljana Guidelines on Integration of Diverse Societies
OSCE	Organization for Security and Co-operation in Europe
TCN	Third country national
UN	United Nations

INDEXES

HO	UK Government - <i>Home Office Indicators of Integration Framework</i>
ACCEPT	European University Institute - <i>Accept Pluralism Tolerance Indicators</i>
MIPEX	Migrant Integration Policy Index
MCP	Queen's University - <i>Multiculturalism Policy Index</i>
EURAC	Eurac Research - <i>Indicators for Assessing the Impact of the FCNM in its State Parties</i>
ICRI	Berlin Social Science Center - <i>Indicators of Citizenship Rights for Immigrants</i>
IntMK	Konferenz der für Integration zuständigen Ministerinnen und Minister / Senatorinnen und Senatoren der Länder (IntMK)
Zaragoza+	European Commission – DG Home Affairs: <i>Using EU Indicators of Immigrant Integration</i>
IDM	Integration and Diversity Monitoring, Vienna
ICC	Council of Europe - <i>Intercultural Cities Index</i>
SCR	Bertelsmann - <i>Social Cohesion Radar</i>
CITLAW	European University Institute - <i>EUDO Citizenship Law Indicators</i>
E2Finland	E2Research/Finland: <i>To be or not to be? A study on the adhesion of five language groups into Finland</i>
IMDi	The Norwegian Directorate of Integration and Diversity, IMDi Report <i>How to measure integration? Proposal for a comprehensive set of indicators for measuring integration in Norway</i>

Executive summary

BACKGROUND AND OBJECTIVES

This report reviews and evaluates a selection of the most LG-pertinent indexes on integration currently existing across the OSCE. The findings of this review aim to inform the HCNM in its endeavours to engage participating States in operationalizing the LG in their own policy-making and evaluation. The report does not seek to establish new indicators for the implementation of the LG but rather to highlight strengths and weaknesses of the reviewed indicators for the LG. It does so keeping in mind that the work carried out by the HCNM on integration has been part of an overarching strategy for the sustainable prevention of conflicts and the consolidation of diverse societies.

RESEARCH METHODOLOGY

This report is the outcome of co-operation between a network of researchers from Eurac Research, the Åland Peace Institute and the University of Heidelberg. The researchers investigated a wide range of indexes produced across the OSCE area between December 2019 and May 2020. As a result, 14 indexes have been selected with regard to their relevance for the LG, the diversity of their source (academia, international organizations, national/subnational authorities, civil society, think tanks, etc.) and their accessibility (English version).

Researchers assessed these indexes in the 9 policy areas of the LG: anti-discrimination and full and effective equality, citizenship, effective participation, language, education, security and law enforcement, access to justice, media, diversity of symbols and their use in the public domain. As part of this assessment, the researchers rigorously analyzed the usefulness of the indexes and the related indicators to capture aspects of each LG policy area, including their comprehensiveness/missing integration dimensions, the groups covered, their endorsement of LG substantive and procedural principles, the provisions made for collecting data and the type of data collected. This assessment also contains an overall assessment and remarks on the practical use of the said indexes.

FINDINGS

The report shows that the approaches and objectives of the indexes that were reviewed vary greatly. Technically,

the indexes' goals include evaluating policies and their impact or implementation, enabling comparison or identifying trends. Conceptually, indexes rely on different concepts and/or understanding of integration. They use terminology as different as tolerance, social cohesion, diversity management and multiculturalism to reflect their chosen approach. In fact, the meaning given to integration depends very much on the mandate of the institution that is behind the index concerned.

The vast majority of the indexes that were reviewed were focusing primarily on integration within the context of migration. Given the HCNM experience with national minorities in state-building, democratic transition and post-conflict reconciliation contexts, the report identifies those indexes that are best suited for HCNM's work on long-standing minorities while noting that the LG itself is a flexible instrument to address diversities.

Based on positive examples as well as missing integration dimensions in the reviewed indexes, the study highlights some important elements that need to be kept in mind when designing LG-related indicators: these can be methodological (for example clearly articulating a concept of integration), transversal issues (for example, including gender-based differentiation). The study also highlights broader considerations for index-developers in political and socio-economic contexts that are substantially different from those where migration-related integration is the main political concern (these include, for example, kin-State policies and ethno-politics in law making and minority-related institutional arrangements).

The great majority of the indexes reviewed provide guidelines for data gathering and allow for comprehensive and systematic data collection. A quantitative approach towards collecting and analyzing data seems to prevail overall among the indexes reviewed. At the same time, the report underlines the importance of including qualitative data to test the robustness of the quantitative data and to allow for more case-specific analyses.

With the exception of 4 indexes, all other indexes have been applied either across countries or following an official process (national or subnational) of tracking policy implementation and guiding future policymaking. Some have been used regularly over time, which has the advantage of tracking changes.

CONCLUSIONS

Common to all indexes reviewed is the approach that the existing diversity of our societies needs to be recognized and responded to through a broad set of measures, notably, in the fields of political, cultural, socio-economic participation and equal opportunities.

The indexes selected mainly target minority groups, mostly from immigrant backgrounds. While the HCNM's approach towards integrating diversity has been developed in response to the post-Cold War challenges of transition and post-conflict State building, the office of the HCNM has accumulated considerable knowledge and experience in the area of promoting integration and inclusion for all members of society. Undoubtedly, there is not just one type of diversity and, accordingly, no single policy or institutional framework that may be appropriate for all of them. Context matters. Some indexes' indicators may be usefully applied to operationalize the LG, while in some cases suitable indicators must be identified first.

However, looking beyond the notion of the direct applicability of indicators, the broader question is whether or not the selected indexes reflect the spirit of the LG. A few observations may be drawn from an analysis of the indexes, in particular the way these address the LG structural principles, the principles of integration and the elements of an integration framework.

The first observation relates to the LG concept of integration. Whereas questions are often raised with respect to *who* should be integrated and *how*, 'the HCNM prefers to speak about the integration *of* multi-ethnic societies rather than the integration of a minority group *into* a particular society'. Accordingly, it is society as a whole, and not just one specific group, that benefits from diversity and integration policies. Integration is seen more as a process than an outcome, leading to 'changes in majority and minority cultures'. This study shows that indexes pay far less attention to the resources, practices and inclusive attitudes of broader societies and of the 'majorities'. One example of this is in the field of language: while the LG combines support for both the multilingual repertoires of individuals and the knowledge and use of the official language, most indexes have opted for a one-sided emphasis on the importance of the official language.

Second, the LG aim to build and maintain a **common and inclusive civic identity** as a major pillar of a diverse and

integrated society, in contrast to a society with few or no common interests and no shared sense of belonging, that is a feature, in the LG's terms, of 'parallel and unconnected societies'. The LG articulate the complementarity of civic and other elements of identity (such as religion, language, traditions and cultural heritage). They argue that it is possible to belong to both a particular ethnic community and a wider community of all citizens simultaneously. With some exceptions, the analysed indexes fail to articulate the LG inspired balance between affirmation of identities and common societal space. In the field of education for example, indexes tend to focus on the educational achievements/failures or the inclusion/exclusion of individuals and less on processes of co-creating a common educational space.

Third, according to the LG, an increase in tensions, conflicts, or even violence is frequently rooted in the **systematic exclusion** of certain communities from mainstream society. Systematic forms of alienation are often rooted in cultural patterns and/or institutional structures that are particularly difficult to change. Above and beyond the existence of a formal legal framework, the selected indexes do not seem to take sufficiently into account the substantial legal and institutional guarantees for the protection of human rights and human dignity.

In conclusion, the study shows that the indexes' approaches to integration and social cohesion substantially embrace different perspectives. They empirically measure different dependent variables, lacking any conceptualization of a coherent policy framework based on the LG spirit. However, several of the indexes offer important insights and concrete examples of indicators that are of direct relevance and use in work related to the goals of the LG as shown throughout the present report.

With the variety of national and international actors involved in discussing and measuring what each understands as 'integration', there may be a risk that each actor engages in parallel discussions and possibly offers diverging advice. This further highlights the need to reach out further regarding the LG concept of an integrated diverse society.

Several key provisions and aspects laid down in the LG are not reflected in the indexes examined. These and other such indexes would need to be developed by the introduction of new sets of targeted indicators closer to the implementation of the LG.

Section 1

Introducing the Report

Section 1

Introducing the Report

WHY THIS REPORT?

Measuring social phenomena is always a challenging task. This is especially so when it comes to measuring a concept as frequently debated as integration.

In 2012, the HCNM summarized its approach to integration in the LG: integration of diverse societies is understood as ‘a dynamic, multi-actor process of mutual engagement that facilitates effective participation by all members of a diverse society and fosters a shared and inclusive sense of belonging at national and local levels’. Such an approach has been promoted by the HCNM as an overarching strategy for the sustainable prevention of conflicts. In particular, it has provided the basis for the HCNM to engage OSCE participating States in developing and implementing integration strategies to manage their diversities in peaceful and stable conditions. With a view to providing further assistance to the OSCE participating States, the HCNM asked a consortium of researchers under the co-ordination of Eurac Research to map existing indexes on integration from across the OSCE area. The present report is therefore conceived as a reference tool of relevant indexes and related indicators that can further inform the HCNM advice to the OSCE participating States in tracking the progress of their LG-related policies.

WHAT IS THIS REPORT ABOUT?

The present report maps integration indexes and has a threefold dimension:

INDEXES ANALYSIS

The report offers a range of **best suited indexes and indicators** to assess measures or policies based on the LG principles, keeping in mind the HCNM predominant focus and experience on long-standing minorities.

GAPS ASSESSMENT

The report specifically highlights policy areas or indicators which are **insufficiently reflecting the LG principles**, hence implicitly situating the LG in the overall efforts to measure integration at national and international levels.

PRACTICAL CONSIDERATIONS FOR IMPLEMENTATION

The report highlights some methodological and **context-specific** considerations for potential index-developers and offers (a few) examples of the **practical implementation** of selected indexes.

WHAT IS MEASURED?

Studies on the evaluation or measurement of integration usually start with a **definition of the basic terms**: who belongs to the target group of integration policies and what exactly is meant by the term ‘integration’? Talks about integration in the last decades have been triggered mainly by debates surrounding immigration and its consequences for Western democracies. Most of the indexes reviewed reflect this focus in practice.

The present mapping exercise does not embark on definitional debates. Rather, it reviews existing approaches among policy-makers, academia and international organizations on integration measurement and evaluates

how such approaches are best fitting the LG; a document based on the HCNM experience with long-standing minorities which offers a concept of integration of diverse societies in a broader sense.

METHODOLOGY

Mapping exercise

The mapping exercise was carried out between December 2019 and May 2020 by a network of experts from Eurac Research, Heidelberg University and the Åland Islands Peace Institute working under the co-ordination of Eurac Research (see Authors, page 3). This relatively short time frame for such an exercise had the advantage of being able to focus resources on priority tasks: extracting relevant indexes for the purpose of the LG and not creating specific indicators as such. At the same time, it is understood that the ultimate goal of this project is to assist in applying this research to specific country situations.

Selecting indexes and indicators

Main criteria: The degree to which an index could help with operationalizing the LG principles in each of its nine key policy fields was one of the main criteria for selecting the indexes.

Identifying indicators

In so doing, the researchers reviewed indicators that best encompassed the multi-dimensional aspects and wide-ranging nature of integration. They tested the **validity of indicators by giving adequate attention to both quantitative and qualitative aspects of integration.** Both normative criteria (legal framework/implementation of European legal standards, judiciary, government decisions) and empirical data (political discourse, etc.) were therefore duly considered.

In forming the sample of 14 indexes, attention was also paid to ensuring an **adequate distribution between indexes** elaborated for the use of policy-makers at the national and subnational level of authority as well as international organizations (EU, CoE). Finally, the avail-

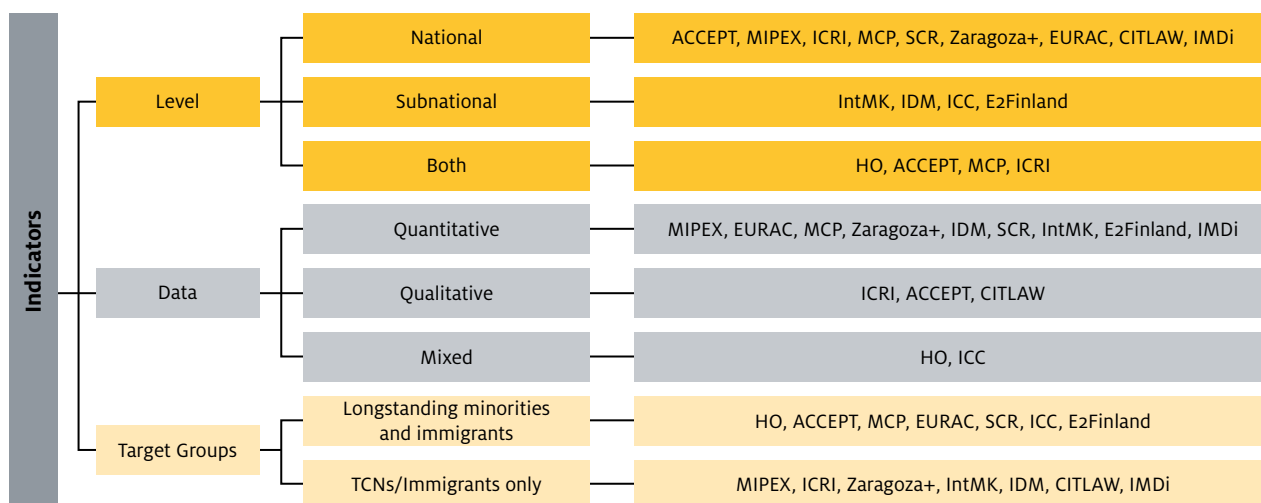


Table 1. Typology of Indexes

Note 1: Some indexes include a rather open target group including both longstanding minorities and immigrants. For some of them, like HO, their focus is on migration-based diversity.

Note 2: The section on data used offers a broad categorization for the sake of clarity. The division qualitative/quantitative data may not be watertight: some indexes are mainly quantitative with a certain degree of qualitative elements. They are nevertheless categorized under quantitative; the main type of data they used.

ability of an English language version or summary of the index was also considered in order to secure its wider accessibility to potential index-developers or users.

Both indicators that are **positive** (level of integration) and **negative** (level of exclusion or ethnic tensions) are included. Indicators can be of a substantive and/or a procedural nature, the two being often interrelated and equally important.

Among the **14 indicators selected**:

1. 11 have been analysed according to their relevance with regard to the 9 key policy areas: HO, ACCEPT, MIPEX, MCP, EURAC, ICRI, IntMK, Zaragoza+, IDM, ICC, SCR.
2. Three have been examined selectively with regard to their relevance for:
Language and Education: E2Finland and IMDi
Citizenship: CITLAW.

These indexes may also be categorized according to the level of authorities they address, the data used and their target groups (see Table 1 - **Typology of indexes on the left**).

Analysing the indexes/indicators per policy area

The report analyses the above-mentioned indexes and their indicators in the **9 key policy areas of the LG (see Section 3)**.

1. Anti-discrimination & equality
2. Citizenship
3. Effective participation
4. Public affairs
5. Social & economic
6. Cultural & religious life
7. Language
8. Education
9. Security and law enforcement
10. Access to justice
11. Media
12. Diversity of symbols

In analysing indicators per policy area, the report provides a response to the following **5 clusters of research questions**. As highlighted below, the research questions include substantive and procedural aspects of integration policies, the two being interrelated and equally important. While healthcare issues have not been examined separately in the overview, we note that healthcare appears several times in the LG in paras 23 (attention

to multiple stakeholders and participatory implementation), 25 (all levels of government to be involved), 26 (mainstreaming diversity in public administration and the civil service), 40 (socioeconomic participation) and 42 (healthcare services in minority languages). In addition, the LG address the strict conditions for any limitations of rights in para. 20. Such aspects have been mainstreamed in our analysis of the above-mentioned 9 key policy areas.

Policy area chapters are written in a self-contained manner, so that they can be read independently from each other. This might lead to some overlap. Furthermore, these chapters may reflect a certain variation in the weight given to various aspects of the indexes.

- Why are the indicator(s) of the selected index (generally) useful to capture aspects of a specific LG policy area?
- LG principles coverage (policy area/substantive principles of integration covered/procedural elements of integration policy)
- Groups covered and rationale for the selection of the target group
- Data gathering: comprehensive and systematic information/qualitative or quantitative data/responsible authority
- General assessment and practical use

Section 2

Main Findings

Section 2

Main Findings

INDEXES PURPOSES

The 14 selected integration indexes examined in this report vary greatly inasmuch as the indexes may shed light on different aspects of integration, different groups, address different levels of authority and have different goals. In practice, indicators are largely shaped by the mandate or mission of the entity behind their structure.

For example, EU-commissioned indexes, like MIPEX, ACEPT or Zaragoza+ are meant to trigger data allowing for comparison between countries' performance on issues such as integration, tolerance or social cohesion. The same applies to ICC, a joint EU-CoE undertaking, which compares the level of interculturality in cities across the CoE area. Other indexes aim at informing debates on integration, identifying trends in integration policies in a selection of countries (MCP) or are explicitly based in the implementation of the FCNM (EURAC).

Indexes developed at national or subnational levels like HO¹, IntMK² or IDM³ are interesting for HCNM assistance goal with regard to integration index development: these indexes are the result of a national/regional/local governmental-led process aimed at helping the level of authority concerned to monitor and evaluate their own integration policies and inform policy-making.

INDEXES UNDERSTANDING OF DIVERSITY

The present report shows that it is a rather challenging task to develop indexes to measure how public policies capture, support or channel the great diversity existing in society. That task is very much influenced by the prevailing context surrounding issues of integration and diversity. In the EU and its member States, these questions have been mainly understood in the context of migration. In practice, this has consequences on the choice made by the commissioned-indexes to focus on one aspect of diversity, namely migration-related diversity. This may also dictate the overall aim of the index in

question, its approach to integration, the assumptions made and the terminology used (for example, social cohesion, integration of minorities *into* mainstream society rather than integration *of* society, diversity management, pluralism and multiculturalism).

Some indexes have embraced a rather open approach regarding the minority groups they cover. They include both long-standing minorities and immigrants. The HO index is an interesting example of an inclusive approach, at least conceptually: this index focuses on the needs of the people whose integration is a concern rather than categorizing or defining minority groups. On the other hand, MCP has taken a different approach by covering three types of minority groups and designing specific indicators for each category of them: immigrants, long-standing minorities and indigenous peoples. Other indexes cover only recent migrants, who are referred to as immigrants, TCNs, foreign-born individuals or individuals with a foreign-born parent. No index refers to long-standing minorities only.

The study does not enter definitional debates but pragmatically focuses on the overall relevance of existing indexes and related indicators targeting minority groups, whether defined precisely or loosely. It does so, keeping in mind that the HCNM is in practice primarily concerned with situations involving long-standing minorities in State-building, democratic transition and post-conflict reconciliation. It does so, also keeping in mind that the LG is a flexible instrument in its conception of diversity which also increases interconnections between existing indexes and the LG overall.

The study suggests that the indexes reviewed offer a broad basis for the purpose of the LG, with some variance according to the policy area concerned. Specific issues relating to long-standing minorities may not be well captured in indexes focusing exclusively on more recent migrants. In the same way, some indexes may not adequately reflect the complex historic and political processes shaping the approaches to diversity in coun-

1 HO was developed by the Home Office in with consultation with, and with input from, other government departments, local authorities, regional Strategic Migration Partnerships, non-governmental organizations (NGOs) and local service providers from across the UK's four regions, and from refugees themselves.

2 IntMK is a common project of all regions of Germany (Bundesländer).

3 IDM was developed by the City of Vienna.

tries in transition. The study highlights those specific concerns below.

FITTING THE LG FRAMEWORK: SOME MAIN CONSIDERATIONS

General

The strengths and weaknesses of indexes and their related indicators have been specifically analyzed in each of the nine policy areas of the LG (see Section IV of each of the policy chapters). These assessments were instrumental in identifying the most relevant indexes for each of the policy areas concerned (see also Appendix 2). The overview below extrapolates from these assessments a non-exhaustive list of pertinent issues from the point of view of the LG:

Methodological considerations

- Clearly define the **concept of integration** in its multiple dimensions (political, socio-economic, cultural) in order to achieve high concept validity (see, for example: HO, MIPEX which score high in concept validity; less convincing is ACCEPT which focuses on social tolerance rather than measuring integration and ICRI which does not include a clear concept of integration);
- Provide for a **transparent** and reliable data tool (see ICRI, ACCEPT and MIPEX for positive examples of this);
- Elaborate a **compact and concise set of indicators** that are easily manageable, especially when only limited resources are available (see MCP for a positive example of this);
- Be aware of **possible bias**: indicators may introduce some bias when focusing on a minority group without providing sufficient justification (for example, ICRI is analysed as often referring specifically to Muslim immigrants, without motivating this choice) or when selecting geographical areas to focus on (for example, MCP is flagged as covering only a few regions, and then only in an arbitrary fashion, IDM or ICC are focusing on the urban environment and hence leave out language concerns in non-urban settings).

Multi-actor assessment

- Include the **perception by majority and minority alike** (for a positive example of this, see HO and ICC on issues relating to non-discrimination)
- Ensure that indicators assess the effectiveness of policies and their **impact on persons** belonging to national minorities with no overreliance on statistical data (see EURAC or ACCEPT); incorporate the practical experience of all actors involved in integration (minorities, majorities, civil society, government

at all levels; see HO for a positive example of this), taking into account the local level and interactional aspects (institutions, practices and experiences) of integration and not only single-actor dimensions for positive examples of this, see IDM and ICC).

Transversal issues

- Include indicators assessing the knowledge and implementation of human and minority rights as well as indicators on interaction (see the assessment on the area of language policy, which is particularly relevant in some contexts, see below)
- Include gender-sensitive indicators (for positive examples, see EURAC or, to some extent, ICC).

Context-specificity:

The present study also offers some reflections regarding the applicability of the present mapping to States in transition where integration issues have been revolving around long-standing communities. While the selected indicators may well capture relevant integration issues for these societies, they may not adequately reflect some context specificities or some are meant to emphasize those already mentioned above.

Existence of laws vs. their implementation: indicators may need to capture existing obstacles to the implementation of otherwise sound legislative framework laws (mostly drafted to fit EU models).

Diversity within minority communities and intra-community relations: indicators may need to capture relations between the long-settled minorities and the more recent migrants as well as the dynamics within the same ethnic group with both long-standing and recent migrants.

Kin-State policies and the effects of the securitization of minority issues: indicators may need to capture the effect of kin-State citizenship legislation and other benefits targeting persons belonging to national minorities residing in other States based on their ethnic ties and their impact for the integration of society in both States.

Participation & ethno-politics: indicators may need to capture the level of influence of consultation arrangements, (level of authority to which they are attached, role of the State in dealing with diversity in minority communities, competences granted to minority consultation bodies).

High level of politicization of language issues: indicators may need to capture attitudes towards minority languages and how they affect the balance between the State language on the one hand and the minority language in different fields of life.

Minority groups' awareness of their rights: indicators may need to capture the level of knowledge of human and minority rights among minority groups. This question could also be extended to the population at large.

Digital technology; risks and potential: indicators may need also to capture the impact of such technology and its relevance on minorities with specific reference to the level of digital literacy among vulnerable communities.

Data collection – qualitative data and quantitative data need to complement each other and be informed by the principles reflected in the LG 15-17.

INDEXES MISSING LG DIMENSIONS OF INTEGRATION

Whatever the definition or concept of integration endorsed by the indexes reviewed, most of the 14 general indexes analyzed in this report explore the 9 policy areas of the LG in different degrees. Some dimensions of integration of the LG are, however, not covered or less covered in these indexes, whether these relate to a policy area broadly, some specific LG substantive policy area issues, substantive principles of integration or procedural aspects.

Policy areas: From the 9 policy areas covered, it appears that **participation in cultural and religious life and access to justice** are the two areas that are the least comprehensively covered by the 14 general indexes, with indicators only covering these two policy areas either incidentally or indirectly.

Specific issues that are only partially or marginally covered per policy area:

Non-discrimination: Redress mechanism or remedial action, concept of discrimination (direct, indirect, multiple and intersectional), special measures.

Citizenship: multiple citizenship and integration, *de facto* statelessness, 'kin-naturalization'.

Participation: public affairs: electoral system, gender approach, democratic constitution of self-governing bodies; **socio-economic:** consultation of minorities, involvement of employers, undue obstacles for minority groups, inclusive employment policies for State-owned enterprises, cross border co-operation, minorities in economically depressed areas, **cultural and religious:** undue limitation to participation in cultural and religious affairs, freedom to manifest religion and belief, protection against discrimination.

Language: existence of language/multilingualism policies, awareness of speakers of their rights, specific needs of smaller languages or languages at risk of extinction, use of public signs, street names and topographical references.

Education: minority language rights, multilingualism at school, interaction and participation.

Security and Law enforcement: armed forces reflecting diversity, accountable and human rights compliant armed forces.

Access to justice: comprehensive strategy, right to return, property claims, representation in the judiciary.

Media: discrimination in the digital world, potential of new technologies for reception of minority language programmes, gender-based differentiation, media freedom, freedom of expression and freedom to receive and impart information from other communities.

Diversity of symbols: toponymy, display of flags, cemeteries, (re)construction of religious sites.

Substantive principles of integration

Overall, there is a varying degree of coverage of the substantive principles of integration between policy areas; some may be less covered in certain areas or only partially covered and the situation may vary overall between indexes and indicators per policy area. Perhaps one trend that may be highlighted is that the principles of inclusive and effective participation appear to be better reflected while, conversely, the principles of self-identification and multiple identities are far less frequently included.

Policy framework

In general, the same variations as from the substantive principles is observed. If legislation seems to be more adequately covered, then 'actors and roles' are generally given less attention or are only summarily addressed.

INDEXES AND DATA COLLECTION

The vast majority of the indexes reviewed provide guidelines for data gathering in accordance with LG 15.

Some indexes are more detailed than others in terms of the guidance they offer, with some setting methodological explanations and a coding procedure for each indicator (see MIPEX, HO, EURAC, ACCEPT, MCP, IDM, and SRC for good examples of this).

Data gathering targets the level of authority which the index is addressing: for example, national or subnational or a mixture of the two, depending on the index.

Overall, the approach towards collecting the data is carried out in a **comprehensive and systematic way**. Instructions have been issued to this end. HO for example provides information on the availability of the data for each indicator in the public domain, on the understanding that the absence of such data is supposed to be filled by the index-user. For its part, EURAC indicates the methodological concerns for each indicator. This includes warnings about the challenges that exist in some countries with regard to the collection of data on ethnicity.

Most indexes reviewed are conceptually elaborated as **measuring instruments** with a numerical scoring system. In practice, a watertight division between quantitative and qualitative indexes may be difficult to establish with some indexes using mainly quantitative data with elements of qualitative data. However, a **quantitative approach** towards collecting data generally prevails among the indexes reviewed. This approach translates into a reliance on national or regional statistical data.

The report highlights the importance of not over-relying on quantitative data at the exclusion of an individual and a self-identification perspective. The perception of policies and their impact on individuals are deemed important and can be best evaluated through qualitative data.

Finally, an important consideration when collecting data on integration/diversity is the extent to which the data gathering captures the heterogeneity existing within minority groups, independently of the categorization adopted by the index concerned.

INDEXES USE

Three indexes have not been applied so far: HO, EURAC as well as IMDi. It is understood that plans have been made to expand the scope of the EURAC index and have it applied by a larger consortium of researchers. The other two indexes (HO and IMDi) were only released recently in 2019, hence, too recently to find outcome results.

Eight indexes have been applied across countries: Zaragoza+, MCP, ICRI, CITLAW, ICC, SCR, MIPEX, and ACCEPT belong to this category: some of them have been applied across time, some even over a period of several decades, thereby offering the possibility to measure and examine change over time. For example, MCP has been applied four times over a period of 30 years (1980 to 2010) and has been feeding into scholarly debates, with numerous academic publications using the index. Indexes like ICC, SCR and ACCEPT have been instrumental in generating comparative performances among a wide range of States or municipalities: ICC was used to assess 61 European cities, while SCR was used to assess and compare the level of social cohesion in 34 countries and ACCEPT led to a pilot study in 16 countries.

IDM and IntMK have fed into governmental led processes with official reports being produced regularly.

As far as **specific policy areas** are concerned, the mapping exercise did not find any empirical study examining the policy area of security and law enforcement using the indexes reviewed.

Section 3
Indicators Analysis
per Policy Area

Section 3

Indicators Analysis per Policy Area

ANTI-DISCRIMINATION AND FULL AND EFFECTIVE EQUALITY LG 30-31

Part I – Policy area

Most relevant LG-related indexes

The indexes that were analyzed address the policy area 'Anti-discrimination and full and effective Equality' (AD&E) (LG 30 and 31) quite differently: the first group of indexes contains specific indicators devoted to this topic; a second group tackles AD&E only indirectly, through a broad and holistic reading of their objectives and content; and, a third index does not address this topic at all.

The first group consists of: MIPEX, EURAC, HO, ICRI, ACCEPT and ICC.

MIPEX is very comprehensive and contains specific indicators that explore definitions and concepts relating to AD&E, fields of application, enforcement mechanisms, and equality policies. EURAC is highly articulated as it includes three different types of indicators covering the political, legislative and judiciary dimensions of AD&E. MIPEX and EURAC as well as HO and ICRI address important aspects of LG 30-31, in particular the existence of comprehensive legislation on anti-discrimination, independent equality bodies, and legal remedies. ACCEPT is particularly relevant for analyzing incidents of racist (ethnically or religiously motivated) episodes and the existence and influence of far-right parties and/or anti-immigrant views. Finally, ICC focuses on the role of cities in combatting prejudice and discrimination as well as ensuring equal opportunities for all.

The second group includes: MCP, Zaragoza+, IntMK and IDM.

MCP and Zaragoza+ do not specifically cover AD&E as framed in the LG 30-31, however they do include, respectively, indicators on 'multiculturalism', its legislation and monitoring bodies, and on the 'welcoming society' focusing on perceptions of both the immigrants and the 'welcoming/receiving society'. Likewise, IntMK and IDM

do not cover AD&E specifically, but rather only cover it marginally and indirectly through indicators on inter-cultural policies, recognition of foreign professional qualifications, and some indicators under the headings of education, citizenship, and housing.

SCR does not address, either directly or indirectly, the LG policy field AD&E.

Indexes' comprehensiveness

The indexes of the first group which specifically address AD&E do not cover all aspects of this policy area, but only a few aspects of it, albeit important ones.

The MIPEX indicators on anti-discrimination cover various areas of discrimination, in particular, discrimination on racial, ethnic, nationality, and religious grounds, but not on language grounds. MIPEX includes indirect and multiple discrimination and positive action measures and covers 'all areas of life' as well as a broad category of relevant actors, including private sectors carrying out public sector activities. MIPEX also includes a rather comprehensive set of indicators on enforcement mechanisms and legal remedies, in addition to specific indicators on mainstream legislation and co-ordination. The EURAC index includes indicators on special measures, direct and indirect discrimination, adequate legal remedies, monitoring judicial decisions, the training and sensitization of police forces and information campaigns among citizens on legal remedies against discrimination.

HO covers specific aspects of AD&E such as perceptions on anti-discrimination incidents and reporting cultural, religious and/or racial anti-discrimination harassment or incidents as well as specific indicators on local and national good practices relating, in particular, to access to legal aid and legal advice services. ACCEPT covers, in particular, direct and indirect discrimination, systematic discrimination, legislation that punishes racist discourse and actions or incitement to ethnic or religious hatred; the occurrence of incidents of racist (ethnically or religiously motivated) episodes; and the existence and influence of far-right parties and/or anti-immigrant views.

ICC specifically addresses whether or not anti-discrimination laws, policies and remedial actions are in place at the city level and whether cities do in fact monitor acts of discrimination.

Finally, ICRI focuses on the existence of provisions in criminal and/or civil law and on public anti-discrimination bodies, their legal mandate and whether or not they are vested with investigative powers as well as decision-making competences.

Among the indexes of the second group that only address AD&E indirectly, MCP includes indicators on 'affirmative actions' but only for immigrant minorities and indigenous peoples. Two additional indicators, on the distinct status of indigenous peoples and on the ratification of international instruments on indigenous peoples, are also indirectly relevant. Zaragoza+ indirectly addresses the systematic discrimination of a particular group by measuring the perceptions of both immigrants and the welcoming/receiving society. IntMK and IDM marginally cover AD&E through indicators on intercultural policies and the recognition of foreign professional qualifications.

Issues not covered

MIPEX does not contain specific indicators addressing legal remedies that must be effective, proportional and sufficiently severe, co-ordination among anti-discrimination instruments, regular monitoring and assessment of the effectiveness of anti-discrimination instruments, and adequate resources provided at the national and/or regional levels.

The EURAC index does not include a specific indicator on multiple or intersectional discrimination or on whether a redress mechanism or body is independent and has adequate resources, and whether sanctions are 'effective, proportional and sufficiently severe to be dissuasive'.

The HO does not address the difference between direct and indirect discrimination, special measures, multiple or intersectional discrimination, the existence of independent equality bodies and the existence of instruments to monitor and assess the effectiveness of anti-discrimination legislation and policies.

ACCEPT does not cover the existence of adequate compensation measures or remedial actions, nor the existence of mechanisms to monitor the effective implementation of legal remedies. Moreover, it does not cover either multiple or intersectional discrimination or special measures. In ICC, no reference is made to either assessing the effective implementation of (the cities') anti-discrimination laws and policies or looking at proactive policies to remove barriers to equal opportunities.

ICC also fails to address cases of direct and indirect as well as multiple or intersectional discrimination, nor does it verify whether there are legal remedies and special measures. ICRI does not cover proactive State policies, administrative measures or the effective implementation of non-discrimination legislation, nor does it cover the difference between direct and indirect discrimination, and multiple or intersectional discrimination; moreover, special measures are only partially

covered under the section entitled 'Access to public service employment'.

MCP does not include any indicators on anti-discrimination and equality that are either specifically or indirectly relevant for national minorities. In IntMK and IDM there are no indicators addressing the existence of comprehensive anti-discrimination legislation, independent equality bodies, effective, proportional and dissuasive legal remedies/sanctions or special measures.

Groups covered

Some indexes (EURAC, HO, ACCEPT, and MCP) cover both longstanding minorities and more recent migrants. This distinction is generally made explicit in the accompanying documents and in some indicators.

Other indexes (MIPEX, ICRI, Zaragoza+, IntMK and IDM) only cover migrants, who are invariably referred to as immigrants, TCNs, foreign-born individuals, foreigners, or individuals with a foreign-born parent.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

As far as 'Anti-discrimination and full and effective Equality' is concerned, the LG principles that are mainly observed are the 'Non-isolationist approach to minority issues' (LG 7) which is covered by MIPEX, ACCEPT and HO, IntMK, IDM; the 'Shared public institutions, a sense of belonging and mutual accommodation' (LG 8) which are covered by MIPEX, ACCEPT, IntMK, Zaragoza+ and IDM; and the 'Recognition of diversity and multiple identities' (LG 5) which are covered by MIPEX, ACCEPT, EURAC, ICC, MCP and Zaragoza+.

Other principles that are largely addressed are 'Inclusion and effective participation' (LG 9) by MIPEX, ACCEPT, IntMK and IDM Index; 'Rights and duties' (LG 10) which is covered by MIPEX, ACCEPT and HO and IntMK; 'Inter-community relations' (LG 11) which is covered by MIPEX, ACCEPT, EURAC and SCR; and 'Policies targeting both majorities and minorities' (LG 12) which is covered by MIPEX, ACCEPT, EURAC and ICC. As to the principle 'Primacy of voluntary self-identification' (LG 6), only IDM makes a direct reference to it.

Procedural elements of an integration policy framework (LG 13-29)

As far as the policy area of 'Anti-discrimination and full and effective Equality' is concerned, six indexes cover the LG procedural elements quite extensively (MIPEX, ACCEPT, HO, EURAC, MCP and ICC). Among them, it must be stressed that ICC refers to the city level only. ICRI follows

at length the elements of 'Legislation and institutions' (LG 8-22) but follows neither those of 'Formulating effective policies' (LG 13-17) nor those of 'Actors and roles' (LG 23-29). Finally, four indexes do not adhere to any of the Elements (Zaragoza+, IntMK, IDM and SCR).

PART III – Data collection

Data gathering (LG 15)

The majority of the indexes adheres to LG 15 and provides specific guidelines for data gathering, namely MIPEX, HO, EURAC, ACCEPT, MCP, IDM and SRC. Among them, one index makes use of other indexes' indicators (i.e., HO uses MIPEX' indicators), and another uses secondary data (SRC). Another three indexes follow LG 15 but provide limited guidance for data gathering (i.e., ICC, Zaragoza+ and IntMK). Finally, one index (ICRI) neither addresses LG 15 nor provides any guidance for data gathering.

Type of data - qualitative or quantitative

The majority of indexes adopts a quantitative approach (MIPEX, EURAC, MCP, Zaragoza+, IntMK, IDM, and SCR); two are purely qualitative instruments (ICRI and ACCEPT); and another two use both qualitative and quantitative indicators (HO and ICC).

Level of authority involved in data collection

As to the level of authority, three indexes involve both the national and the subnational level (ACCEPT and MCP refer to the national and municipal one; ICRI to the national and the regional one). Another two indexes are mainly applicable at the national level, but they may potentially involve the subnational one (MIPEX and Zaragoza+). Two more indexes focus at municipal (city) level (ICC and IDM). Finally, one index looks at both the international and the national level (HO); one restricts its scope to the international level (SCR), and another to the regional level (IntMK). Lastly, EURAC does not give any indication of the level of authorities to be involved.

Part IV – General assessment

Indexes' strengths and shortcomings

The HO is one of the few indexes that contains quantitative and qualitative indicators. Hence, it also enables perceptions related to anti-discrimination to be covered. The index contains specific indicators on access to legal advices and legal remedies. A selection of relevant national and local practices and structures (good practices) against which it is possible to measure policies and legislation is included. However, many aspects of LG 30 are only partly covered, for instance the difference between direct and indirect discrimination, specific aspects of

remedies and their nature, and the main features of equality bodies. Moreover, LG 31 on special measures is not covered at all.

ACCEPT covers specific aspects of intolerance, tolerance and/or the acceptance of cultural, ethnic and religious diversity within European countries and its societies by looking at education (school life) and politics (public life). In particular, its indicators on education (school life) may be easily applied and qualitatively measured. The indicators on politics (public life) appear instead to hone in on, and be quite focused on, very specific aspects, and for this reason tend to neglect some of the other aspects.

MIPEX covers various aspects of the LG, including the principles for integration and the elements of an integration policy framework. A special focus is given to the legislation and equality bodies as well as to multiple discrimination, positive action measures, social and structured dialogue with civil society around discrimination. MIPEX indicators include some specific aspects such as the distinction between discrimination by appearance and discrimination by association. However, MIPEX does not cover aspects linked to political discourse and judiciary, or language as a specific ground of discrimination. Additionally, it has only target group resident TCNs; therefore, neither national minorities nor other categories of foreigners are included.

MCP has two major strengths: first, it contains very specific indicators for three categories of target groups - immigrant minorities, national minorities and indigenous peoples - according to their alleged claims; secondly, the index is composed of a compact and concise set of indicators, easily manageable, especially when only limited resources are available. However, the index includes only a few indicators which exclusively assess the existence of legislation and/or policies and not the impact or outcome of this legislation and/or these policies.

EURAC covers all major aspects of LG 30 and 31. It focuses on political discourse, the legislation and the judiciary, including different actors and dimensions and it includes 'old' and 'new' minorities alike. The index provides a set of indicators through which the evaluation of policy and measures is considered as a process. It comprises specific indicators beyond the LG relevant for an anti-discrimination/equality set of indicators, for instance a specific indicator on the accessibility of redress systems. However, the index has not been implemented yet. Aiming to assess the impact of the FCNM, EURAC does not specifically address anti-discrimination and equality along the three dimensions and it does not cover different levels of authorities.

ICRI has a strong focus on the legal frameworks necessary to combat discrimination and create equality. The indicators on civil and criminal law provisions as well as on the existence of independent equality bodies and their legal mandate make it possible to get a quick and easy comparable picture of a country's legal commitment. However, indicators on effectiveness, pro-active State policies and administrative measures are not included in the index. Moreover, LG 31 is equally not covered. Thus, the index tends to oversimplify and provides only a half-hearted picture when it comes to non-discrimination and equality.

ICC is a good tool to assess anti-discrimination laws and policies at city level, as it also involves the majority with regard to anti-discrimination campaigns and other awareness-raising actions. However, it is only designed for cities and focuses only on direct discrimination on the basis of the individual's identity. Thus, it neither delves into other fundamental aspects of discrimination, such as cases of indirect discrimination or multiple or intersectional discrimination, nor does it cover past or systematic discrimination.

The Zaragoza+ indicators focus on perceived discrimination by both immigrants and the welcoming/receiving society, which is a subjective but reliable way to monitor (especially, indirect) discrimination vis-à-vis a particular group. Moreover, these indicators allow for comparisons among EU States. However, the indicators focus only on immigrants, so not on national minorities or any other religious or cultural aspects of integration. In addition, they refer to immigrants as also including those of the second generation, although without respecting the principle of self-identification. Most importantly, these indicators, by limiting themselves to perceptions, fail to address a number of aspects of anti-discrimination and equality as they are defined in the LG. Finally, the Zaragoza+ indicators do not provide specific details on how to score the results.

IntMK and IDM only marginally and indirectly cover the policy field of non-discrimination, while SCR does not address the policy field of non-discrimination in the way foreseen in LG 30 and LG 31 at all. Consequently, they are not very useful for the policy field under examination.

Examples of indexes' use

MCP has already been applied 4 times by researchers at Queen's University (in 1980, 1990, 2000, and in 2010) across many countries (21 countries for immigrant minorities; 11 countries for national minorities; and 9 countries for indigenous peoples). As of today, 61 European cities have undergone their intercultural policies analysis using ICC.

Likewise, indicators of SCR were used to assess and compare the level of social cohesion in 34 European countries. ACCEPT has been implemented in a pilot study on 16 European countries. Despite lacking clear information on its application, there are a few outcomes of the Zaragoza+ indicators project's own research and analysis of existing international quantitative and qualitative research, including consultations with integration actors from across Europe. As far as is known, EURAC and HO have not been applied further so far.

CITIZENSHIP LG 32-37

Part I – Policy area

Most relevant LG-related indexes

The extent to which indicators of a certain index are useful for the LG is, among other things, dependent on whether the scope of the index is European, national or subnational. The following section shall therefore look first at national indexes and then at those providing comparative data on a European level (or even beyond).

Similar to most other indexes that include data about citizenship, HO has a clear focus on new arrivals. From among the 14 indicators used, there are two that relate to citizenship. Indicator no 7.13 ‘stability’ is based on the conviction that people benefit from a sense of stability in their lives, as it supports social connections and can help to improve people’s perceptions of the area in which they live. Indicator no 7.14 ‘rights and responsibilities’ builds on this idea, since it measures the extent to which minority groups are provided with the basis for full and equal engagement within UK society and citizenship is an important part of that basis. The percentage of people being naturalized is used as one of the indicators for assessment because the inclusiveness of citizenship policy is regarded as a cornerstone of both ‘stability’ and ‘rights and responsibilities’. This reasoning speaks to LG 32 and 33 which advance several arguments for the importance of an inclusive and non-discriminatory citizenship policy with nationality being seen ‘as a signal of common belonging on the part of both the holder and the granter of citizenship’.

Another relevant index with merely national data is IntMK in Germany. This monitoring, which includes all 16 *Länder*, seeks to provide an overview of the current state of integration in these subnational entities and relies, with regard to the indicator ‘legal integration’, on the measurement of two different naturalization rates which are seen as an expression of a successful integration process. One rate compares the number of naturalizations against the number of all foreigners, while another one does the same only against the number of foreigners with eight years of legal residence. This distinction according to the regular minimum length of residence for naturalization enables an assessment of citizenship acquisition by different groups, while the measurement at the subnational level usefully takes into account variations between the *Länder* in terms of their inclusiveness.

IDM is even more limited in its geographical scope as it only refers to Vienna as one out of nine Austrian *Länder*. Yet, in some respects it can still be considered useful in view of the LG. As a means to assess ‘equality and participation’, the monitoring collects data not only regarding the naturalization rate but also concerning the share of foreigners potentially excluded from naturalization due to their low income. It therefore draws attention to a major obstacle apart from the minimum length of residence in the country which has a significant impact on the inclusiveness of citizenship policy. According to the latest monitoring report published in 2017, roughly one fifth of households of third-country nationals are excluded from naturalization due to insufficient income.⁴

Among the citizenship indexes providing data on a European scale, MIPEX is arguably the one that is most widely used. ‘Access to nationality’ is one out of eight integration policy areas assessed by MIPEX and this area is further subdivided into four dimensions, which provides a very nuanced picture. The indicators applied for the ‘eligibility’ dimension not only cover residence requirements but also the trend to create entitlement to citizenship for children born or raised in the country which is in certain cases relevant for the prevention of statelessness addressed in LG 34 and LG 35. The ‘conditions’ dimension concerns the matter of inclusiveness, as treated in the LG 32 and 33, because its indicators provide data on requirements like language exams, citizenship tests, fees and regular income, which is unlike in the above-mentioned Austrian case absent in half of the MIPEX countries. The dimension ‘security of status’ analyses the extent to which the final decision still remains somewhat discretionary and the citizenship, once granted, may be withdrawn. It includes valuable data on the three indicators withdrawal grounds, withdrawal time limits and protections against statelessness. This is relevant in view of LG 34 which addresses statelessness, also through deprivation of citizenship. The data collected under the ‘dual nationality’ dimension demonstrates that having more than one citizenship is fully accepted in roughly two thirds of the MIPEX countries and at least as an exception in a few more. The fact that differentiated information is provided regarding dual nationality for both the first generation and for the second/third generations is evidently of great value for Guideline no. 37. While MIPEX has certain advantages such as a broad comparative scope and a format that is easily accessible for both researchers and policy-makers, it is not the index with citizenship data involving a wide range of European countries.

⁴ According to Austrian citizenship legislation, a candidate for naturalization must demonstrate that he/she was able to make a living from their own regular income for at least three out of the last six years before the time of application. The amount of income to be demonstrated depends on whether the applicant is alone, with a spouse or with children.

Particularly noteworthy are the 'Citizenship law indicators' (CITLAW) which measures the purposes of citizenship law provisions in 42 European countries and thereby covers aspects that have been neglected by other indexes. Importantly, unlike indexes focusing on naturalization (of immigrants and their offspring), CITLAW uses indicators regarding citizenship acquisition more generally, both through *ius sanguinis* (in case of both birth in the country and birth abroad) and *ius soli* (at birth, for foundlings, for otherwise stateless persons and after birth). This more general approach provides useful data in view of the LG 32-35, as the indicators used are also of relevance for national minorities. CITLAW is particularly useful in light of Guideline no. 34 on statelessness, among other things, through withdrawal of citizenship. This is because it applies as many as 14 different indicators concerning the involuntary loss of citizenship, which are grouped into the four categories 'loss of ties' (three indicators), 'disloyalty' (four), 'reasons of non-compliance' (three) and 'family-based loss' (four). CITLAW goes beyond other indexes by including so many indicators regarding the involuntary loss of citizenship and, in addition, also provides indicators for voluntary renunciation.

Similar to MIPEX, two other indexes provide comparative data beyond merely European countries. MCP uses as one out of eight indicators for such policies with regard to immigrant minorities the allowance or not of dual citizenship. This being the only relevant indicator for the citizenship area of the LG makes the MCP index only partly useful. What really makes it interesting though is the possibility to make comparisons over time, as far back as 1960, which demonstrates, for instance, the drift of the Netherlands towards a more restrictive approach towards dual citizenship over the last decades. ICRI even includes some countries from the Global South, but compared to the above-mentioned indexes a lesser number of European countries which reduces its relevance in light of the LG. What is interesting, however, is the approach to nationality acquisition as one out of eight thematic fields, as indicators are subdivided into those linked to 'individual equality' (minimum length of residence for naturalization, lack of self-sufficiency as an obstacle, facilitated naturalization for second generation) and 'cultural difference' (allowance of dual nationality, cultural requirements for naturalization). This approach to assess the inclusiveness of a country's understanding of citizenship can be relevant in view of LG 32 and LG 33.

Indexes' comprehensiveness

As is evident from the analysis above, there is no index that would cover all aspects of the citizenship area of the LG. Most of them clearly focus first and foremost (and in almost all cases only regarding immigrants) on the

degree to which access to nationality is inclusive and non-discriminatory, an issue addressed in LG 32 and LG 33. MIPEX and CITLAW partly address the issue of statelessness, also through the withdrawal of citizenship, treated in LG 34 and 35.

Issues not covered

MIPEX, in particular, covers at least some aspects of the LG 37, according to which multiple citizenship (especially of children holding more than one nationality since birth) should not be seen as an obstacle to integration. Yet, this topic is only marginal to the above-mentioned indexes. Another blank spot is the issue of de facto statelessness, addressed in the LG 35, which refers to cases in which formal citizenship cannot be enjoyed in practice for a number of reasons such as disconnection from the country of origin and socio-economic marginalization. A third topic that remains practically uncovered by existing indexes is what can be termed 'kin naturalization', as defined in the LG 36. The latter emphasizes that 'privileged access to citizenship to individuals abroad based on cultural, historical or familial ties', especially *en masse*, should respect principles like territorial sovereignty and the primary obligation of the State of residence to protect minorities.

Groups covered

Most indexes dealing with citizenship policies focus on how inclusive they are with regard to immigrants and their offspring. A notable exception is CITLAW which acknowledges that such policies also have other purposes than the inclusion of immigrants and thus take into account, as outlined above, several indicators regarding citizenship acquisition more generally and not only related to a specific group. The MCP Index stands out with its distinction of national minorities, indigenous people and immigrant minorities, but a nationality-related indicator (allowance of dual citizenship) is only used regarding the latter group.

The common focus on 'new minorities' and neglect of 'old minorities' does not imply that the target groups of citizenship indexes are exactly the same. In fact, MIPEX focuses on third-country nationals who are economic migrants and their family members, but excludes asylum seekers, EU citizens and the second generation, for which citizenship is not always something to be taken for granted. In addition, the category of 'third-country nationals' as well as 'aliens/non-citizens' do not cover specific situations, such as those existing in Estonia and Latvia regarding permanent residents who were not automatically granted citizenship of the country of residence after the restoration of independence and whose legal status and socio-cultural conditions differ from refugees or more recently settled migrants. The same applies in situations when persons from another country, so strictly speaking migrants, 'merge' de facto

into an already existing minority once they obtain citizenship in the new country of residence. Other indexes have a broader target group with IntMK in Germany, for example, also including non-foreigners born abroad and immigrated to Germany after 1955 or persons with one parent meeting this condition. Anyway, this does not change the fact, of course, that most of the above indexes fail to consider national minorities. This limits their usefulness in light of the LG.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The substantive principles of integration are not covered comprehensively, even if some are linked to more than one principle. For instance, HO covers ‘non-isolationist approach’, ‘shared public institutions’, ‘inclusion and effective participation’ and ‘policies targeting both majorities and minorities.’ Also MIPEX is relatively comprehensive in its coverage apart from the ‘non-isolationist approach’ principle.

Procedural elements of an integration policy framework (LG 13-29)

As for the procedural elements of an integration policy, ‘formulating effective policies’ could certainly be covered better. In this regard, CITLAW and MIPEX are more relevant than others, even if the latter index at times seems to value simplification over fully accounting for the complexity of policies.

From a methodological perspective, MIPEX offers a very compact and easy-to-grasp format but, in some cases, runs the risk of oversimplifying complex policies. The element ‘legislation and institutions’ is quite well covered in practically all of the indexes. Some of them even appear to be excessively focused on ‘the letter of the law’. This sharply contrasts with the element ‘actors and roles’, as the diversity of stakeholders is typically not fully taken into consideration.

Part III – Data collection

Data gathering (LG 15)

Overall, the above-mentioned indexes collect data with regard to their citizenship indicators in a comprehensive and systematic manner. In particular, MIPEX and CITLAW stand out in terms of the comprehensiveness of the data provided. Less comprehensive is, by definition, the

information gathered by indexes that do not seek to make cross-country comparisons but focus instead on the subnational of one country or even on only one such entity.

Type of data: qualitative or quantitative data

Many indexes that are relevant for the area of citizenship clearly focus on quantitative data and rely heavily on national statistics (e.g. HO in the UK and IntMK in Germany). MIPEX and ICRI are different to some degree, as quantitative data is complemented by qualitative information from policy documents, legal texts, etc. which forms the basis for compiling the scores for each country. CITLAW relies on qualitative information about legal data that have been verified by country experts.

Level of authority involved in data collection

For most indexes, the reference point for data collection is information at the national level. HO also includes some subnational-level data, but to a much lesser degree than the two other indexes focusing precisely on that; IntMK in Germany and IDM. But even if an index’s focus is on national data, this does not mean that regional and local authorities should be excluded. This is because the implementation of citizenship policies, and thus their inclusiveness in practice, may vary considerably from one subnational context to another.⁵

Part IV – General assessment

Indexes’ strengths and shortcomings

There is no single index which covers the whole scope of the LG. But more than that, there is also a lack of a single index that covers the specific guidelines with regard to citizenship, i.e. LG 32 to 37. Since the acquisition of citizenship is a key milestone for the political integration of migrants, it hardly comes as a surprise that most indexes dealing with this issue focus on this group rather than on national minorities. However, precisely in this regard the new conception of the LG as an instrument for the integration of diverse societies in a broader sense may facilitate the applicability and usefulness of these indexes.

As explained in more detail (see above), a comparison of indexes with relevance for the area of citizenship finds that MIPEX and CITLAW are outstanding due to their comprehensive scope, including a vast majority of European countries, and for methodological reasons. Comparing CITLAW and MIPEX from a methodological perspective, the latter offers a very compact and easy-to-grasp format but, in some cases, runs the risk of oversimplifying complex policies. MIPEX coding uses a

⁵ See, for example, on variations between the German Länder H. Hagedorn, ‘Föderalismus und die deutsche Staatsangehörigkeit. Die Einbürgerungspolitik der Bundesländer’ in L. Akgün and D. Tränhardt (eds.), *Integrationspolitik in föderalistischen Systemen* (Münster, LIT, 2001), at 91.

three-point scale for the assessment of citizenship legislation from most inclusive to most restrictive. CITLAW, by contrast, uses a more inductive coding procedure based on a five-point scale which arguably makes it possible to identify more finely calibrated distinctions between the legal frameworks of the countries that are compared. What is still rather neglected in the indexes that have been developed so far are indicators for the implementation of citizenship policies and thus their actual effectiveness. MIPEX, for instance, collects information through expert surveys in which the respective national legislations are evaluated.

Examples of indexes' use

Some of the indexes focusing on citizenship have been used, in particular, for further research (e.g. MCP Index, ICRI, MIPEX and CITLAW) and the respective web-pages contain information on relevant publications. Interestingly, CITLAW data is also used for a blog and easily interpretable infographics about issues like dual nationality or residence requirements for naturalization.⁶ MIPEX and CITLAW are also especially popular with policy-makers, among others, from international organizations. Two other indexes are used for official reports which are regularly published. By 2017 the fifth report based on IntMK in Germany was already published, while the fourth report relying on the IDM was published one year later. This level of continuity makes it possible to conduct very useful comparisons of several indicators over time.

⁶ See at: http://globalcit.eu/news-and-commentary/infographics/#_.

PARTICIPATION IN PUBLIC AFFAIRS LG 39

Part I – Policy area

Most relevant LG-related indexes

The policy field focussing on participation in public affairs is covered by most of the indexes under observation. Seven out of the ten indexes contain indicators which can be used to measure at least one key policy aspect of the LG area concerning participation in public affairs: HO, ACCEPT, MIPEX, MCP, EURAC, ICRI, and ICC.⁷

The HO is a survey-based (self-)assessment of integration and focuses on evaluating the effects of integration policies. A substantial part of HO's integration concept relates to political influence and democratic rights. ACCEPT is concerned with cultural diversity, tolerance and cohesion. Despite its inherent perspective on societal integration, this index includes a number of relevant indicators, which primarily focus on the adequate institutional design to enable broad political participation. The same applies to MIPEX. This data tool measures integration outcomes, integration policies, and other contextual conditions that may influence policy effectiveness. This includes participation in public affairs through an adequate electoral system or advisory boards.

EURAC aims to assess the impact of the FCNM on domestic legislation. As participation in public life is a cornerstone of the FCNM, EURAC covers the most important aspects of the LG in this policy field. ICRI aims to measure the level of inclusiveness and equality. This includes the evaluation of political rights in the countries under observation. ICC focuses on local policy strategies and aims to analyze the efforts cities make to encourage participation and interaction.

Indexes' comprehensiveness

We found that no index alone covers all aspects of the LG policy field related to participation in public affairs. Most of the key aspects are covered by the indicators included in EURAC, ICC and MCP (in descending order). It would seem that these indexes allow for a comprehensive empirical analysis as they reflect the whole spectrum of the LG recommendations. Almost all of the relevant indexes address the general issue of adequate representation, institutional participation opportunities, and the existence of advisory or consultative

bodies. A closer look reveals a considerable variance in coverage: while some aspects are addressed by many indicators of different indexes⁸, some aspects are only covered by a few indicators, e.g. 'States strive to uphold gender-equality principles in facilitating representation and public participation of persons belonging to minorities' is covered by only one single ICC indicator.

Issues not covered

HO, MIPEX, ICRI and ACCEPT indicators cover only specific points raised in the LG. These indexes have a strong focus on assessing political participation and do not cover other LG principles, such as recognizing multiple identities, the primacy of voluntary self-identification, or designing policies targeting both majorities and minorities. The electoral system, as the core of pluralistic-liberal democracies and the primary participation mechanism, is surprisingly rarely taken into account by the selected indexes. More specific issues of public participation, such as gender equality principles or the democratic constitution of self-governing institutions, are only considered by the comprehensive ICC and EURAC indexes.

Groups covered

The selected HO indicator ('Representation of minority ethnic groups in political parties') is applicable to assess the political participation of different groups in society, including minority and immigrant groups. The same applies to the ACCEPT indicators 'Existence of official institutions for the representation of native ethnic or religious minorities', 'Existence of provisions for minority candidates at the party level' and 'Representation of Minority Politicians in Parliament'.

MIPEX explicitly focuses on migrants and third-country nationals and excludes asylum seekers as well as ethnic minorities with EU citizenship. The selected indicators ('Can legally resident foreign citizens vote and stand as candidates in elections?', 'Do foreign citizens have the same rights as nationals to join and form political parties and associations?', 'Are there strong and independent advisory bodies composed of migrant representatives or associations?') are not suitable to assess issues relating to the participation and representation of national or indigenous minorities.

MCP includes immigrants, national minorities and indigenous people and develops a set of indicators for each target group. However, the indicators that reflect

⁷ The analysis includes a total of 39 relevant indicators.

⁸ E.g. 24 indicators capture 'States strive for adequate representation and effective participation of the diverse groups in their society, including minorities, in all relevant structures of public administration and decision-making bodies' and 11 indicators capture 'There are advisory or consultative bodies and mechanisms that act as formal or informal channels of communication between governments and community representatives'.

aspects of this policy field are only relevant for national minorities.⁹ In contrast, EURAC refers explicitly to both new and old minorities. While all selected indicators in this index can be applied to national minorities, some are not relevant for other target groups, e.g. ‘Verifying whether legal provisions on forms of self-governance arrangements are foreseen on a non-territorial basis or territorial basis’.

ICRI refers explicitly to immigrants. The relevant indicators ‘Restrictions on voting rights of naturalized citizens’ and ‘Immigrant consultative bodies on the national level/on the local level’ are not applicable to national minorities. Only the existence of ‘Religious minority consultative bodies’ may also be relevant for longstanding minorities. Most survey questions in the ICC refer to both migrants and minorities, e.g. ‘Does your city take initiatives to encourage people with migrant/minority backgrounds to engage in political life?’. Therefore, most indicators can be applied to both migrants and national minorities. However, this is not explicitly outlined.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

Regarding the LG principles of integration, we observe a clear pattern: the principle of ‘Inclusion and effective participation’ (e) is covered by all selected indexes and indicators. The principle of ‘Shared public institutions, a sense of belonging and mutual accommodation’ (d) is covered by all of the relevant indexes, though not by all of their indicators. All other principles are hardly covered at all by the indexes relevant for this policy area. This is the case for ‘Primacy of voluntary self-identification’, which is not directly addressed, ‘Recognition of diversity and multiple identities’, which is only covered by one ICC indicator, and ‘Policies targeting both majorities and minorities’ which is covered by two ICC indicators. In fact, no index covers all of the principles. Indicators in MIPEX, MCP, EURAC and ICC cover four of the eight areas.

Procedural elements of an integration policy framework (LG 13-29)

MIPEX, MCP, EURAC, ICRI and ICC address all three procedural elements with their indicators. HO only covers ‘Actors and roles’, while ACCEPT only covers ‘Formulating effective policies’ and ‘Legislative and institutions’

in a sufficient way. Overall, the recommendations, which the LG groups under ‘actors and roles’, appear to be given less consideration than the other two procedural principles.

Part III – Data collection

Data gathering (LG 15)

Most of the indexes relevant to this policy area are sophisticated measuring instruments. With the exception of EURAC, which has not been applied empirically, the collection of data is conducted comprehensively and systematically. All indexes under review provide detailed guidelines for data gathering and methodological explanations.

Type of data - qualitative or quantitative data

With the exception of EURAC and MCP, all relevant indexes are quantitative in nature. We recommend qualitative data, whenever available, to test the robustness of quantitative indicators and to allow for case-specific analyses. Some of the selected indicators could be filled in with either qualitative or quantitative data. However, the latter often implies dichotomous coding, which entails a high loss of information.

Level of authority involved in data collection

Most indexes focus on participation in public affairs at the national level. Data can be collected by the national authorities. It is only for the ICC indicators, which explicitly refer to the sub-national level, that the local or municipal level needs to be involved.

PART IV – General assessment

Indexes’ strengths and shortcomings

HO conceptualizes integration as a multi-dimensional and context-specific phenomenon. However, the focus is on social, not political, integration. The field of participation in public affairs is only insufficiently covered. The indicators are applicable to various social groups, however, the implicit focus is on migrants and refugees. The specific situation of national minorities can therefore only be captured to a limited extent.

ACCEPT debates the principles, practices, and institutional arrangements that are needed to promote tolerance and acceptance of cultural differences. The focus

⁹ The indicators are: ‘Existence of federal or quasi-federal territorial autonomy’; ‘Guarantees of representation in the central government or on constitutional courts’; ‘Recognition of self-government rights’; ‘Guarantees of representation/consultation in the central government’; ‘Constitutional, legislative or parliamentary affirmation of multiculturalism at the central and/or regional and municipal levels and the existence of a government ministry, secretariat or advisory board to implement this policy in consultation with ethnic communities’.

is not on measuring integration, but societal tolerance. This index includes migrant and minority groups and covers various issues of the policy field.

MIPEX shows a relatively high concept validity as it uses a broad range of indicators to capture differences in the policies to integrate immigrant populations. It should be noted, however, that the index does not focus on national minorities.

MCP refers exclusively to integration policies and more specifically to cultural rights that are accorded to immigrants, national minorities and indigenous people. Only some multiculturalism indicators capture specific aspects of integration in the policy field 'Participation in Public Affairs' as set out in the LG.

EURAC is a helpful collection of a plethora of qualitative indicators. While the index does not provide any data basis, the selected indicators reflect most LG recommendations. This index provides a good starting point for an empirical assessment.

ICRI considers various aspects of integration. The index often refers to immigrants and is not directly applicable to national minorities. The LG's points on participation in public affairs are only partially addressed.

ICC takes the local level into account and is based on highly reliable indicators that cover the whole range of political integration. The tool provides for disaggregated data and allows for comparative longitudinal and cross-sectional analyses. However, ICC is not based on a clear conceptualization of integration.

Examples of indexes' use

There are several studies in high-ranking social science journals that deal with questions of participation in public affairs and which are based on ICRI¹⁰, MCP¹¹, ICC¹² or MIPEX¹³ data.

¹⁰ E.g. Koopmans, Ruud and Ines Michalowski (2016): Why Do States Extend Rights to Immigrants? Institutional Settings and Historical Legacies across 44 Countries Worldwide, In: *Comparative Political Studies*, Vol. 50, Nr. 1; Helbling, Marc (2013): Validating integration and citizenship policy indices, In: *Comparative European Politics*, Vol. 11, Nr. 5; Goodman, Sara W. (2019): Indexing Immigration and Integration Policy: Lessons from Europe, In: *Policy Studies Journal*, Vol. 47, Nr. 3.

¹¹ E.g. Banting, Keith and Will Kymlicka (2013): Is there really a retreat from multiculturalism policies? New evidence from the multiculturalism policy index, In: *Comparative European Politics*, Vol. 11, Nr. 5.

¹² E.g. Zapata-Barrero, Ricard (2016): Intercultural Governance Index: An Exploratory Study on Spanish Cities, In: *Mondi Migranti*, Nr. 2.

¹³ E.g. Binder, Julia (2010). Taxation without representation. Politische Integration von Zuwanderern in Migrationsgesellschaften. In: *Arbeitspapiere des Osteuropa-Instituts der Freien Universität Berlin, Arbeitsschwerpunkt Politik*, Nr. 70; Teney, Céline and Dirk Jacobs (2009): Students with an immigrant background in Brussels and their first vote: an analysis of voting intentions for the 2007 federal elections. In: *Brussels Studies*, Vol 2; Caramani, Daniele and Oliver Strijbis (2011): Discrepant electorates: the inclusiveness of electorates and its impact on the representation of citizens, In: *Parliamentary Affairs*, Vol. 66, Nr. 2.

SOCIAL AND ECONOMIC PARTICIPATION LG 40

Part I – Policy area

Most relevant LG-related indexes

A total of 76 indicators that measure at least one main aspect of the LG's policy field related to social and economic participation have been identified. Most indexes under observation consider social and economic participation as an essential part of integration and contain a correspondingly high number of relevant indicators. Excluded from the analysis is the Multiculturalism Policy Index (MCP), which does not directly address this policy field. A number of indicators that fall within the broad context of socio-economic integration, but which cannot be directly linked to any aspect of the LG have been identified. These indicators are not considered here.

The selected indexes and indicators are suitable both for a comprehensive analysis of this policy area and for a detailed case-specific assessment of whether certain issues raised in the LG regarding socio-economic participation are empirically observable. The indicators aim to measure both the outcomes of successful social and economic participation (e.g. public sector employment rate or self-reported health status) as well as the necessary legal prerequisites and political conditions in diverse societies (e.g. special requirements for religious, business or special trainings for employees).

Indexes' comprehensiveness

Despite their general applicability, no single index covers all aspects of this LG's policy field. For a comprehensive analysis of this policy area, it is therefore recommended to use indicators from different measuring instruments. While most indexes cover more than one aspect, two tools show high coverage and are of particular importance when selecting indicators: EURAC and ICC cover eight resp. seven of the 13 major issues. All other indexes focus on one or two aspects and cluster around two LG recommendations: a) States should promote equal opportunities and equal treatment with regard to employment in the public sector and b) States should provide equal access to education, healthcare, housing and public goods and services. For the latter aspect, more than 40 indicators in eight indexes have been found.

Issues not covered

Only three indexes address the LG recommendation that policies should be implemented in consultation with minority representatives and that governments should encourage employers to contribute to integration. EURAC and ACCEPT aim to measure whether national governments have removed undue obstacles and excessive regulations hindering economic activities specific to certain minority groups. ICC includes this aspect for the subnational level. EURAC contains one qualitative indicator to assess whether there are special measures to overcome barriers to employment for particularly disadvantaged groups. Two central aspects of socio-economic integration are not specifically addressed by any indicator of the indexes under review: 'States involve minority communities that are concentrated in economically depressed areas in regional and local development policies' and 'States consider the potential benefits of cross-border co-operation'.

Groups covered

Although not all indexes define their target group, this is only partially disadvantageous for the analysis of this policy area. Most of the selected indicators can be applied to both migrants and longstanding national minorities. This holds true for HO, which focuses on migrants, but can, at least in this case, be applied to other minority groups; EURAC, which does cater for the integration of old and new minority groups, and ICC, which considers different 'migrant/minority backgrounds', without drawing a clear distinction. ACCEPT refers broadly to various 'ethnic and religious groups'. SCR is a special case in this regard, as this index does not mention a specific target group. MIPEX, ICRI, IM, Zaragoza+ and IDM explicitly focus on immigrants. However, a closer look reveals that some quantitative indicators can be used to measure specific aspects of the socio-economic integration of national or indigenous minorities.¹⁴ The selected indicators of MIPEX, EC and IDM cover specifically the social and economic participation of migrants and are not applicable to other cultural identity groups.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles (LG 5-12)

All of the relevant indexes under observation cover the principle of 'inclusion and effective participation' with almost all of their indicators. It is worth noting that only three indexes, namely EURAC, ICRI and ICC, substantial-

¹⁴ ICRI contains two indicators ('affirmative action in the public sector' and 'State established anti-discrimination bodies and legal mandate') which are applicable to national minorities; IM uses broad and flexible quantitative indicators to measure outcomes of integration policies e.g. 'unemployment rate or 'persons employed in the public sector'.

ly cover the other key principles of integration and take into account the ideas of ‘non-isolationist approaches’ and ‘policies targeting both majorities and minorities’. The extent to which the LG principles of integration are covered by the selected indicators varies considerably. While ‘Policies targeting both majorities and minorities’ is covered by only 14 indicators, ‘Inclusion and effective participation’ is covered by 69 indicators.

Procedural elements of an integration policy framework (LG 13-29)

HO, ACCEPT, MIPEX, IM, Zaragoza+, IDM and SCR aim to assess the state of integration and can be used to measure the effects of policies on socio-economic integration. However, these indexes do not adequately address the procedural aspects raised in the LG. In contrast, EURAC, ICC and, to a lesser extent, ICRI include indicators that take greater account of the integration policy framework. The latter covers all three aspects (‘Formulating effective policies’, ‘Legislation and institutions’, ‘Actors and roles’).

Part III – Data collection

Data gathering (LG 15)

The majority of the indexes relevant to this policy area are conceptually elaborated measuring instruments. Except for EURAC, which does not run any analysis, the data gathering is conducted in a comprehensive and systematic way. Most indexes provide detailed methodological guidelines. HO, ACCEPT, MIPEX, ICRI, ICC and SCR outline their coding decisions for each indicator.

Type of data: qualitative or quantitative data

HO, IM, EC, IDM and SCR are quantitative indexes, designed to use data from national statistics (e.g. income level, unemployment rate) or survey data (Eurobarometer, European Social Survey). The selected indicators of ACCEPT, MIPEX, EURAC, ICRI and ICC are best filled with case-sensitive qualitative data.

Level of authority involved in data collection

For the quantitative indexes mentioned above, the involvement of national authorities is deemed to be sufficient. EURAC and, in particular, IDM and ICC are designed to analyze socio-economic integration also on

a regional or municipal level. This requires the involvement of local authorities.

Part IV – General assessment

Indexes’ strengths and shortcomings

HO conceptualizes integration as a multi-dimensional social phenomenon but puts a clear focus on aspects of social integration. ACCEPT allows for a flexible use but has weaknesses in terms of concept validity. For this policy field, this index is of rather low relevance. MIPEX measures the implementation of integration policies on the basis of a large number of indicators. The data tool is transparent and enables for systematic, case-based comparisons. EURAC is a helpful collection of a plethora of qualitative indicators, which can be used to assess most of the LG aspects regarding social and economic participation. ICRI is a highly elaborated measuring instrument, which includes various aspects of social, cultural and political integration. It should be noted, however, that the focus lies on (Muslim) immigrants. IDM is a comprehensive data project which allows for a comprehensive measurement of socio-economic integration. It should be noted, however, that the concept of integration is quite narrowly defined and refers exclusively to migrants. Zaragoza+ is well-suited as it focuses primarily on socio-economic integration and shows a high degree of comparability. IDM and ICC are important supplements to the national indexes. Both are based on highly reliable indicators that cover the most important aspects of socio-economic participation and allow for longitudinal and cross-sectional analyses. SCR aims to measure social cohesion and takes a different perspective on integration. This approach only partially reflects the concept of social and economic integration as outlined in the LG.

Examples of indexes’ use

There are some studies in this area which use data from MIPEX¹⁵ or ICC¹⁶, for example. Despite the high relevance and wide range of this policy area, the indexes examined are used relatively rarely.

¹⁵ E.g. Giannoni, Margherita, Luisa Franzini and Giuliano Masiero (2016): Migrant integration policies and health inequalities in Europe, In: BMC Public Health, Vol. 16.; Ikram, Umar et. al. (2015): Association between Integration Policies and Immigrants’ Mortality: An Explorative Study across Three European Countries, In: PLOS ONE, <https://doi.org/10.1371/journal.pone.0129916>; Koopmans, Ruud (2008): Tradeoffs between equality and difference: immigrant integration, multiculturalism, and the welfare state in cross-national perspective, Discussion Papers / Wissenschaftszentrum Berlin für Sozialforschung 2008-701, Berlin.

¹⁶ Zapata-Barrero, Ricard (2015): Intercultural policy and multi-level governance in Barcelona: mainstreaming comprehensive approach, In: International Review of Administrative Sciences, Vol. 83, Nr. 2.

PARTICIPATION IN CULTURAL AND RELIGIOUS LIFE

LG 41

Part I – Policy area

Most relevant LG-related indexes

None of the indexes under observation follows an integration concept with a clear focus on cultural and religious integration. Our analysis shows that only five measuring instruments are suitable for an empirical assessment of the LG's policy field related to participation in cultural and religious life: HO, ICC, SCR, EURAC and ACCEPT.

Thirty-two (32) indicators which address at least one key aspect of the LG recommendations on participation in cultural and religious life have been identified. Indicators included in other indexes which do not cover a specific aspect of the LG are not considered.

The HO index is a survey-based (self-) assessment of integration and focuses on evaluating the effects of integration policies. Despite its focus on political and social integration, the index contains a number of relevant indicators to assess at least the most important aspects of this policy field. ICC focuses on local policy strategies and aims to analyze the efforts cities make to encourage participation and interaction. This index includes 12 relevant indicators. In contrast, EURAC's indicators aim to assess the impact of the FCNM on domestic legislation and policies adopted and implemented by governments as well as its ability to inform domestic political discourses. This measuring instrument includes two relevant indicators that address cultural participation and one indicator that specifically focuses on religious life. Both ACCEPT and SCR contain only two relevant indicators that refer to specific aspects related to participation in cultural and religious life. Thus, the potential use of these two indexes is limited.

Indexes' comprehensiveness

HO and ICC achieve almost complete coverage of the LG policy field with their indicators. The central aspect of 'policies and legislation that aim at inclusion' is covered by 19 HO and ICC indicators; 'principles of pluralism, participation, democratization and decentralization' is covered by 17 indicators; the aspect 'intercultural dialogue' is covered by 11 indicators of the two indexes, 'minority representatives are effectively involved in all stages of elaborating and implementing relevant policies' is covered by ten indicators and 'minorities are effectively granted the right to preserve and develop their own cultural heritage and identity' is addressed by nine HO and ICC indicators.

EURAC contains three relevant indicators, which all cover 'policies and legislation that aim at inclusion, prevent alienation and exclusion of minority groups'. The aspects 'minority representatives are effectively involved in all stages of elaborating and implementing relevant policies' as well as 'intercultural dialogue', however, are covered by two EURAC indicators. Finally, the 'principles of pluralism, participation, democratization and decentralization' as well as 'the freedom to manifest religion and belief' are only addressed by one EURAC indicator, respectively.

ACCEPT and SCR show the lowest coverage rates. ACCEPT contains only one indicator covering parts of 'freedom of religion', namely only 'the existence of public places of worship'. SCR includes only one indicator which covers the aspect 'principles of pluralism, participation, democratization and decentralization'.

Issues not covered

No indicator has been found that directly captures the aspect 'undue limitations to full participation in cultural and religious affairs should be avoided'. The LG aspects 'freedom to manifest religion and belief' and 'appropriate measures to protect persons who may be subject to threats or acts of discrimination' are given much weaker attention than the other points. Only three HO indicators, one ICC, one EURAC and one ACCEPT indicator have been found for the first aspect, and only three ICC, one HO indicator and one HO indicator have been found for the latter.

Groups covered

ACCEPT, HO, ICC, and SCR do not specifically focus on national minorities. However, a closer look at the selected indicators shows that they can be applied to both new and old minorities. However, this is not explicitly pointed out. The EURAC index is a special case in this regard, as its indicators capture the integration status of both longstanding minorities and migrants.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The HO, the ICC as well as the EURAC index equally cover all substantive principles of integration and perform best in this regard. Conversely, the SCR does not cover the LG principles, except for g) inter-community relations. ACCEPT does not cover the following principles: a) recognition of diversity and multiple identities, b) primacy of voluntary self-identification, f) rights and duties, g) inter-community relations, and h) policies targeting both majorities and minorities.

Procedural elements of an integration policy framework (LG 13-29)

Three indexes under observation, namely HO, ICC and SCR do not cover any procedural elements. EURAC covers b) legislation and institutions as well as c) actors and roles, but does not address a) formulating effective policies. ACCEPT does not cover the field of actors and roles.

Part III – Data collection

Data gathering (LG 15)

The indexes relevant to this policy area are sophisticated measuring instruments and provide detailed instructions and methodological guidelines.

Type of data: qualitative or quantitative data

ACCEPT, HO, ICC, and SCR are quantitative measuring instruments. All indicators are designed to be filled with survey data. EURAC contains only qualitative indicators.

Level of authority involved in data collection

HO and SCR both have an implicit focus on the national level. ICC focuses solely on the local level. However, both State-centered indexes include indicators to take a broader perspective, e.g. the HO indicator 'Local organizations making institutional arrangements with community organizations' or which can be flexibly applied to other State levels, e.g. the ICC indicator 'availability of an organization dealing specifically with inter-religious relations'. Likewise, the EURAC index addresses both the national and the regional/local level – e.g. through the indicator 'local politics'. Involving national and regional authorities to collect data on the indicators to assess this policy field is, therefore, recommended.

Part IV – General assessment

Indexes' strengths and shortcomings

HO is a suitable data tool to measure the state and progress of integration, which is conceptualized as a multi-dimensional, multi-directional and context-specific phenomenon. HO includes various aspects of social, cultural and political integration. However, aspects of cultural integration play no predominant role. While the indicators are applicable to various groups, the implicit focus is on migrants and refugees. The specific situation of national minorities can therefore only be captured to a limited extent.

ICC is based on highly reliable indicators that cover the whole range of political integration. The tool takes the important local level into account and allows for comparative longitudinal and cross-sectional analyses. However, the index is not based on a clear conceptu-

alization of integration. ICC places no emphasis on aspects of cultural and religious integration.

EURAC focuses primarily on the assessment of the FCNM on domestic legislation and policies. Consequently, only three indicators directly address the policy field of cultural and religious integration, mainly tackling inter-cultural dialogue and policies/legislation that aim at inclusion, and at preventing alienation and the exclusion of minority groups. This index includes both 'old' and 'new' minorities and focuses, as one among few indices, on participation in religious life through freedom of religion.

SCR and ACCEPT only contain one indicator that is relevant for this LG policy area and thus are of no particular significance in this context.

Examples of indexes' use

As of today, 61 European cities have undergone their intercultural policies analysis using the ICC Index. Likewise, indicators of the SCR were used to assess and compare the level of social cohesion in 34 European countries. Indicators of ACCEPT have been implemented in a pilot study on 16 European countries. EURAC and HO have, as far as is known, not been applied so far. Likewise, as far as is known, there is no empirical study in the field of cultural and religious integration that is based on data of any of the selected measurement instruments.

LANGUAGE LG 42-43

Part I – Policy area

Most relevant LG-related indexes

The indexes examined show a great variety in their approach to language issues. On the one side of the spectrum there are indexes that exhibit a strong awareness and aim at affirming minority languages (of recent and/or longstanding minorities) and multilingualism. This is especially the case with EURAC, IDM and ICC. On the other side of the spectrum there are indexes where it is the capacity in, and the use of, the official or majority language which stands out strongly or is even the sole focus, such as HO in the UK, IntMK in Germany and IMDi in Norway. One index does not explicitly include any reference to language matters (SCR) even though, as a metadata index, it may be so that such information is included in some of the indexes and surveys used as the basis for the analyses.

Indexes' comprehensiveness

The LG offer a wide range of principles and recommendations in the field of languages, language policies and multilingualism. The LG highlight the importance of striking a balance between the rights and use of minority language(s) and the use and capacity of speakers in a lingua franca, official or majority language¹⁷. The recognition and affirmation of multilingualism and the rich language repertoires of language speakers is also recognized in several of the indexes, though to a varying degree (ACCEPT, MIPEX, MCP, EURAC, Zaragoza+, IDM and ICC). This can take different forms, depending on the particular goal and target group of each index. For instance, IDM focuses on the linguistic capacities and services of employees in the service sector in the city, including in the health sector. Some of the indexes include a large number of indicators on language matters (HO – though only official language/English –, EURAC on the basis of the FCNM provisions on language, IntMK – though only official language/German, IDM and ICC). As regards the overlap of language and health, the HO index includes an indicator of the percentage of individuals having access to interpretation or translation services during medical appointments as well as of the “percentage of individuals understanding how to access health and social care” and are “aware of preventative health measures”, something which may include aspects of linguistic diversity.

Issues not covered

The LG require that language policies should support cross-cultural dialogue and interaction. This may be perhaps seen as a wide principle vision, rather than an easily quantifiable and operationalized goal. However, one is struck by the absence of any reference to the existence and implementation of concrete language policies or multilingualism policies. IDM can possibly in itself be seen as a language policy tool with regard to the staffing and services of parts of the city, to cover many of the languages used in the different parts of the city. Out of this, a deficit also emerges in terms of knowledge about language rights and legal frameworks. One of the LG requires that speakers know about their rights and that there are comprehensible and comprehensive legal and policy frameworks. This aspect is not included in the indexes examined. No evidence of indicators searching for the specific needs and vulnerabilities of smaller languages and languages threatened by extinction has been found, with the exception of EURAC. The same holds true for the use and visibility of minority languages in public signs, street names and topographical indications.

Groups covered

As mentioned in other sections of the study, most of the indexes cater only for conditions and contexts of immigration. The languages of national minorities are only made explicit in ACCEPT, MCP, EURAC, ICC (in the last one also mostly in migration contexts). In some cases, as in IDM and E2Finland, the focus is on the languages actually spoken, used and needed, rather than on different categories of languages (immigrant or minorities, etc.) The reasons for the marginalization and lack of interest in matters of minority languages are not explained. It seems simply that this is a non-issue in the contexts of most of the indexes that were examined.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The LG speak not only about the primacy of voluntary self-identification but also, as regards language, about the possibility of multiple language affiliations. However, only EURAC, IDM and ICC seem to build upon such a starting point. ICC speaks, furthermore, about the ‘Provision of intercultural mixing and interaction in public space (e.g. organizing visits in various languages, possibility to borrow books in various languages)’, thus addressing the principle relating to the creation of multilingual spaces.

¹⁷ The term ‘lingua franca’ is used here as a descriptive, umbrella term for all widely used non-minority languages. While the LG do not use this term as such, the goal of multilingualism and the balance that needs to be struck between different languages are strongly present in the LG.

The following principles are poorly reflected in the language aspects of the indexes that were examined: primacy of voluntary self-identification, shared public institutions, a sense of belonging and mutual accommodation, inclusion and effective participation, rights and duties, Inter-community relations and policies targeting both majorities and minorities.

Procedural elements of an integration policy framework (LG 13-29)

As mentioned above, the basic principles found in the LG concerning recognition of diversity, multiple identities and voluntary self-identification are largely missing in terms of recognition, affirmation, protection of minority languages and multilingualism in the indexes studied. EURAC, IDM and ICC are the exceptions in this regard. However, in some cases this is due to the fact that the indexes and the data collected do not have as a goal the inventory or development of policies. They only aim to look at the actual language use or language capacity in a given country or region, for instance in IntMK, which includes indicators about languages used in the family (other than German) and about *Verkehrssprache* (best perhaps translated as 'lingua franca') used by the speakers.

As also mentioned above, a deficit in terms of knowledge about language rights and legal frameworks for the protection of languages has been identified. One of the LG requires that speakers know about their rights and that there are comprehensible and comprehensive legal and policy frameworks. This aspect is not included in the indexes examined, with the exception of EURAC which has a special section on legislative indicators (including, also, legal aspects more generally).

IDM, which is closest to a specific local situation, is the index which exemplifies the division of tasks and the various actors within the city administration that are in charge of implementing and promoting the expansion of language capacities in the city (an explicit goal formulated in the context of the study) as well as providing actual services in different sectors. However, as mentioned already, here too the context is one of immigration rather than longstanding minority languages.

Part III – Data collection

Data gathering (LG 15)

Many of the indexes examined aim at collecting comprehensive and systematic language-related information (HO, MIPEX, EURAC, ICRI, IntMK, IDM, ICC, and E2Finland).

Type of data: qualitative or quantitative

The data collected is in many cases only quantitative, using national, regional or local data gathered by statistical offices, or through other surveys (HO, ACCEPT – which includes information on the basis of the World Value study as to % groups of people not wanted as neighbours based on their 'different' language – ICRI, Zaragoza+, E2Finland). In other cases (EURAC, IDM, ICC) data is gathered rather on the basis of qualitative surveys addressed to public officials or local authorities.

Level of authority involved in data collection

HO is the one which most clearly addresses the importance of national, regional and local authorities being responsible for the data needed and collected and for developing the policies necessary to meet the needs identified in matters of migration and language use. IDM (and E2Finland) start off from the premise that local authorities (such as a city) have great opportunities to create and implement proactive local policies and promote multilingualism. ICC also highlights the role of cities in recognizing diversity, multilingualism and the language users living therein.

Part IV – General assessment

Indexes' strengths and shortcomings

Language is not a prominent issue in the indexes that were examined as a whole (see comments under section I above). In the field of languages, language rights and multilingualism, it is the EURAC, IDM and ICC indexes which offer the most concrete guidance and which are of direct relevance from the perspective of the LG. While EURAC focuses on language rights and the policies required to help them materialize, IDM and ICC turn to how this works out in practice in urban environments. However, this means that issues of small minority languages, languages dispersed across a country and the position of languages in a non-urban setting is invisible in our indexes. Similarly, there is little evidence of any gender sensitivity in language capacity and language use matters.

The issue of minority language use in various domains of public life remains, in some contexts, a highly controversial issue and different states adopt different positions. This prompts the need for caution and adaptation of the indexes to be used in such polarized situations in order to include and balance the legitimate interests of States and the language rights of language groups and speakers following the recommendations of the LG.

Examples of indexes' use

As mentioned above, the indicators and tools offered by IDM and ICC are implemented and actually used in city

contexts. There are also voluntary efforts by the cities and regional authorities to pursue a line of multilingualism and affirmation of the vast language capacities of their inhabitants. Similarly, E2Finland has been used for studying the integration of language groups in the Greater Helsinki Area based on interviews with circa 1,500 language speakers.

EDUCATION

LG 44-45

Part I – Policy area

Most relevant LG-related indexes

Education is understood as being a field of paramount importance for inclusion processes and for measuring levels of diversity and integration in all of the indexes studied in the present overview. Nearly all of the indexes concern primarily situations of migration and the inclusion of recent migrants.

Indexes' comprehensiveness

Very few of the indexes examined consider, and allow explicitly for, the possibility of using the indicators for persons belonging to - and groups of - longstanding minorities in the countries studied, or deal explicitly with the integration aspects of both groups (more recent migrants and longstanding minorities). In addition, the terminology and aim of the indexes vary, ranging from *integration* (the most frequently used term) to *tolerance*, *social cohesion*, *diversity management*, *pluralism* and *multiculturalism*. These are all concepts with their own intellectual baggage and connotations. For the above reasons, fitting the frame and tools of the LG to the indexes examined is not always a simple operation.

Issues not covered

One of the core LG as regards minority language education is 'States should respect the right of persons belonging to minorities to be taught their language or to receive instruction in their language, as appropriate, especially in areas traditionally inhabited by them or where they are present in substantial numbers'. However, this LG is missing in almost all of the indexes that were examined. It is found only in the following indexes: MCP (which gathers data on the funding and use of bilingual education or 'mother tongue instruction) and EURAC (which asks about number of hours and type of educational structures for the teaching of, and in, minority languages).

Similarly, the right of minorities to have their own educational institutions, which is a legal provision of longstanding recognition, is not articulated explicitly in the indexes examined. It is found in MCP and EURAC, while ACCEPT includes it implicitly with a question about whether 'Parallel education' is voluntary and 'ethnic' or religious schools are a matter of minority choice, according to one of the ACCEPT indicators. Although the term 'ethnic schools' is used by ACCEPT, the concept is not clarified or discussed further in this index. The indexes do not include any reference to bilateral agreements in the field of education.

Multilingualism at school is not a strong issue in the indexes that were studied (with the exception of EURAC and ICC). IMDi includes 153 references to educational aspects, so this is one of the more paramount issues of this Norwegian index. All seven indicators under the heading of 'integration capacity' concern educational matters.

Groups covered

As mentioned in several other sections of this study, most indexes target mainly situations related to migration. MCP distinguishes specifically between immigrant minorities, national minorities and indigenous peoples, and uses different indicators for each group. EURAC aims to study the implementation of the FCNM in States that have ratified it, and thus it focuses, by definition, mainly on longstanding minorities using a normative rights' language, rather than a sociological inclusion language that forms the core of this effort. One of the strengths in this study is the interest in the geographical scope of policies and measures: are they country wide, or do they assume the existence of a strong regional concentration of specific minority groups?

ICRI focuses mainly on the right to religion as far as this is relevant in the sphere of education and on religious education matters and thus has a narrower view on education. The Zaragoza+ index has more recently (after 2013) introduced new concepts and indicators, namely 'resilient students', i.e. students from disadvantaged environments who achieve good educational results (using data from the PISA studies) and 'Concentration in low-performing schools' (thus correlating segregation and educational achievements).

In a study (E2Finland) included herein as an example of integration indicators used at the local level (alongside IDM, which, however, does not focus on educational matters), the concept of integration is divided into three dimensions: 'cultural integration' means learning the official language(s) of the country of residence, adopting or at least understanding the local norms, rules and values. 'Interactional integration' entails building social relationships and networks in a way that migrants have relations with the so-called local population (*kantaväestö*). Finally, 'identity integration' refers to whether or not a migrant perceives him/herself as a sovereign and equal member of the new home country, feels a sense of togetherness with other people belonging to the same society, and sees one's new home country in a positive light. The distinction made between 'cultural integration' and 'identity integration' seems to refer precisely to the balance to be struck between affirming and preserving one's personal identity on the one hand, and functionality, contacts and interaction in wider society on the other. The only question explicitly dealing

with education in the above-mentioned Helsinki study was the following: 'Considering your educational level, work experience and skills, do you consider yourself to be over-educated for your current work?' (with possible answers yes/no/do not know). One of the strengths of this study was its interest for the interactional aspects in integration; something which is rather weak in many of the other indexes.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The LG principles are in general recognizable in the indexes, even though they are articulated explicitly to a varying extent, since most of the indexes address issues of migration rather than longstanding minorities, as already mentioned.

Most indexes assume or, in some cases, explicitly recognize, the importance of the affirmation of diversity in policies as well as in outcomes. Some have the sole objective of monitoring data on persons with migration backgrounds (e.g. IntMK), while others have a more holistic approach and not only compile data, but also put the data in relation to subject areas in which multiple stakeholders work together for the management of societal diversity (capturing the core of both the substantive principles regarding integration and the procedural elements of an integration policy contained in the LG; e.g. indexes ACCEPT and MCP and IDM).

Out of all the LG principles, the following three were most often encountered throughout the Indexes: recognition of diversity, non-isolationist approach and inclusion and effective participation.

The remaining ones are less prevalent in our overview.

Issues of multiple identities are not explicitly tackled in the indexes. While concern for policies and principles of desegregation appear in a few of the indicators studied (see ACCEPT and Zaragoza+), the proactive creation of shared spaces and interactions between majorities and minorities is neither articulated nor studied. While multiculturalism is examined as a topic to be included in the general curriculum, little attention is paid to the majorities, their knowledge of different cultures, majority interactions with various minorities, and majority attitudes. ICC includes a question concerning 'white flight', i.e. situations where majority pupils leave certain schools, thus enhancing separate/segregated educational spaces. The HO index includes an indicator on the percentage of children and youth with access to school nurses while the IntMK includes a special chapter on

health which covers the use of health screening among school children as well as the distribution of a health risk prevention booklet at the time of school enrollment for children with an immigrant background.

Procedural elements of an integration policy framework (LG 13-29)

The indexes studied distinguish between *policy indicators* (which examine the existence and use of certain policies at various levels of government, e.g. inclusion of knowledge about various identities and cultures in the general curriculum or training for teachers) and *output indicators* (which usually look in a quantitative way at the outcomes of education, in terms of e.g. participation at different levels of education and educational achievements).

The distinction between output and policy indicators is complemented by the level of personal identification and self-perception in ACCEPT (see below). Thus, in general the following types of indicators with regard to inclusion in the field of education can be found:

1. Policy indicators (legal, political, empirical and at various levels)
2. Output indicators (individual and structural ones)
3. Self-perception, experiences and self-identification

One useful example which develops this basic structure is that of ACCEPT. It includes three groups/levels of indicators, each with several different factors covered. So, this follows the general idea in the LG (frameworks – structures – actors), but slightly revised and with more emphasis on individual experiences and relations.

Indicator 1: Presentation of Self and Interaction in the School, including: Dress code for pupils and teachers (wearing of religious symbols, adaptation of school uniforms); Consultation between parents and teachers; School festivities calendar organization; Mode of celebration of religious and national festivities.

Indicator 2: Curriculum and Pedagogy, including: Civic education – teaching about diversity; Integration of the country's immigration history in national history curricula; Integration of the country's historical minorities in the national history curriculum; Organization of religion and mother tongue classes.

Indicator 3: Structure of the Education System, including: Parallel education (voluntary) – ethnic or religious schools as a matter of minority choice; Desegregation – integrated schools and classrooms as a matter of minority choice; Financial investment – public education opportunities for socio-economic improvement funding targeting schools in socio-economically disadvantaged areas to increase opportunities for mobility; Employment practices for minority teachers and administrators; Teacher

training programmes – dedicated training for teachers to combat prejudicial treatment of minority children.

In a similar manner, MIPEX studies the following levels of ‘integration’ in the educational sphere:

- **Access:** Professional assessments of newcomer children’s prior knowledge; Additional support to access different levels of education; Access to higher education for undocumented pupils.
- **Targeting needs:** Possible too wide discretion and too few resources to address specific needs of migrant pupils, their teachers and parents; Training of teachers; Intercultural mediators/interpreters at schools; Support for adapted language education.
- **New opportunities:** Immigrant languages and cultures in school and within the curricula; ‘White flight’; Communication with parents; Diversity of teaching force.
- **Intercultural education:** Cultural diversity as part of the curriculum; Civic education and ‘living together’.

To these examples IDM can be added, so again at local level where a distinction can be made between *substantive and procedural indicators* in order to monitor changes in the levels of integration in different parts of the city.

Part III – Data collection

Data gathering (LG 15)

Several of the indexes studied emphasize the importance of gathering comprehensive data at different levels, across time and place. Some of the indexes are, or have been, applied and identify the data used, either gathered by those that have created the Index or by using data produced in other contexts. The indexes use national data, regional data, metadata, surveys and other sources of information (e.g. overviews of valid legislation or official reports). The approach in HO is useful as each indicator is accompanied by information concerning the availability of data at various levels, or otherwise of the absence of relevant data, in which case such data must be produced by those to make use of the indicators. In HO, the indicators studied are to be accompanied by Local and National Good Practice, something which is not studied systematically, but is rather used as an example and a source of inspiration.

Type of data: qualitative or quantitative data

Output indicators are studied through quantitative data, while policy indicators seem in general to be tackled through surveys or the examination of official reports and legislation.

SCR represents yet another approach aimed at an even more comprehensive programme to study levels of

social cohesion. Three core domains (social relations, connectedness and focus on the common good) are seen as the essence of social cohesion, and each one of these three domains is broken down into three sets of dimensions, including acceptance of diversity, trust in institutions, identification, perception of fairness and civic participation, all of which in principle are of great relevance, also in the field of education, even though this field is not the focus of this study. However, SCR uses data such as the European Quality of Life Survey (EQLS) and relates also to the results of the Human Development Index (annual) as well as the World Bank’s Knowledge Society Index (2012) in which education is one of the areas included. The authors note, however, that there is a need for the further study of ‘soft indicators’ such as education and its role in social cohesion.

Level of authority involved in data collection

Several of the indexes that were examined address the relevance and crucial role of local and regional authorities including cities, and their policies and good examples. Three indexes have been developed at the level of a larger city (Vienna, Berlin, Helsinki, but also the ICC questionnaire of the Council of Europe).

Data concerning languages used at school and language proficiency seem to focus mainly on the national/official/ State language, rather than the languages of minorities (see also the section on Language in the present report).

Part IV – General assessment

Indexes’ strengths and shortcomings

The indexes examined show a strong awareness of the importance and relevance of diversity and integration in society, even though this diversity is mainly understood in the context of more recent migration. The balance that needs to be struck between, on the one hand, affirming, maintaining and developing the language(s) and culture of minorities and, on the other hand, promoting contact, interaction, and a common educational space for all, does not come to the forefront in most of the indexes where recent migrants constitutes the main focus area. A concrete result of this weakness is the fact that respect for, and the right to, minority language(s) is seldom included among the indicators to be monitored. In addition, multilingualism at school as a policy and as a lived reality is seldom highlighted as part of the indexes studied. Finally, the indexes that were studied do not include indicators concerning the legal implementation of educational rules and rights, for instance through legal means of redress; an aspect often crucial for an understanding of the impact of educational policies on the ground.

Examples of indexes' use

Several of the indexes have been applied across time, some even over several decades., Consequently, they provide an opportunity to measure and examine change over time.

As mentioned above, a confirmation has been found to the effect that there is strong emphasis on the inclusion and integration of migrants rather than on longstanding minorities, also with regard to the field of education.

This is the case, in spite of the fact that those varying situations and groups can be seen simply as different and contingent expressions of the same core idea and phenomenon, namely that of dealing with diversity in society. Exceptions to this general finding are the iMCP, EURAC and ICC indexes.

SCR has a much wider ambition and assumes that while acceptance of diversity is a precondition and an indicator to be examined and measured, such diversity does not preclude for instance trust in institutions, understanding of a common good and a perception of fairness. As mentioned in the same study, any such effort includes explicit or tacit value judgments, for instance of cohesion as something benevolent and valuable.

On the basis of the analysis that was conducted, it can be said that a *relational approach* in the field of education is largely missing and interactional indicators are infrequent.

Only a few of the indexes that were studied address aspects of *rights and duties* and the importance of comprehensive legal and policy frameworks which are known by those affected by them.

SECURITY AND LAW ENFORCEMENT LG 46

Part I – Policy area

Most relevant LG-related indexes

Compared to other fields, such as socio-economic or cultural integration or language laws, this policy area is not the main focus of the indexes that are under observation. It can also be noted that many indicators address the broader issue of security and discrimination, but do not reflect any of the specific aspects defined in the LG, for example, 'legislation that punishes racist discourse' in ACCEPT or general 'confidence in police', a survey question in the SCR. These indicators are therefore not included in the following analysis.¹⁸

This results in only three indexes which cover key LG aspects: HO, EURAC and ICRI. The selected indicators are suitable both for a comprehensive analysis of the policy area as well as for a detailed case-specific assessment of whether specific issues raised in the LG are empirically observable.

In addition, MIPEX and ICC contain respectively two and one indicators that refer to single specific aspects related to Security and Law Enforcement. Thus, the potential use of these indexes is limited to measure these particular elements. In total, the evaluation is based on 30 indicators. These can be used to measure at least eight of the nine LG aspects regarding Security and Law enforcement.

Indexes' comprehensiveness

Specific LG aspects are covered in different degrees and some indicators can be interpreted as applying to more than one aspect. Regarding the aspects that are covered by the indexes, for 'policies designed to build trust and co-operation between minority communities and law-enforcing agencies, only one HO indicator has been identified: the presence of 'support mechanisms to help individuals to report to police, council or other appropriate agencies'. The issue 'communication between police and minority communities' is covered by one EURAC indicator, i.e. 'information provided to citizens, in particular persons belonging to national minorities on which remedies exist in case they are confronted with discrimination or inter-ethnic violence or everyday manifestations of intolerance'. Also, EURAC as well as ICRI address the aspect of adequate representation

vis-à-vis national minorities regarding the former and migrants regarding the latter.

For the broader aspects, however, there are, as expected, significantly more indicators. For example, 'security and law enforcement agencies are professional, accountable, respectful of human rights and meet needs of minorities' is covered by several indicators in the HO, EURAC and ICRI indexes, such as the HO indicator concerning 'training for front line staff (police, social workers etc.) on specific issues and needs of local communities.' 'policies designed to ensure intercultural competencies/multilingual proficiency of police officers' is covered by seven indicators, like the ICC indicator that consider whether intercultural mediation is provided in institutions, including the police.

'Training and raising awareness about discrimination and remedies' is covered by ten indicators, especially within the EURAC index, such as 'number of trainings on national legislation targeting minorities organized for legal practitioners, judges and prosecutors, judicial police and civil servants in judicial administration.' Finally, about ten indicators cover, sometimes overlapping, the two aspects of 'effective equal treatment legislation in law and in fact, including prohibition against discrimination,' and 'adequate legal framework and policies for its implementation and training to ensure that hate crimes are properly identified and recorded, investigated and prosecuted.' Examples include ICRI's indicator considering the presence of the International Convention against Ethnic and Racial Discrimination provisions in criminal law' (for the former aspect) and HO's indicator 'Effective implementation of laws protecting against hate crime' (for the latter aspect).

The outcomes of (successful) anti-discrimination strategies and policies to fight hate crimes, which, however, are not an explicit part of the policy field 'Security and Law Enforcement', could be measured by the additional indicators mentioned above e.g. 'Feel safe after dark on the street' (SCR) or 'Racist violence in public life ethnically motivated' (ACCEPT).

Issues not covered

In this context, two main observations can be made: 1) None of the indexes examined covers all areas, and thus for a comprehensive assessment it is therefore necessary to apply different measuring instruments. 2) For one important aspect, namely 'provisions for armed forces', none of the indexes contains a suitable indicator.

¹⁸ Also excluded were indicators that relate primarily to the judiciary or the judicial police. An exception is the EURAC indicators regarding 'Number of trainings organized for legal practitioners, judges and prosecutors, judicial police and civil servants in judicial administration'.

Groups covered

HO, ICRI and MIPEX refer explicitly to migrants. EURAC focuses on 'old' and 'new' minorities, but implicitly is more concerned with national minority issues. However, these limitations only apply to a limited extent for the indicators relevant to this policy field. The five HO indicators can be applied to both migrants and national minorities. The same applies to almost all of the EURAC indicators. Two EURAC indicators refer explicitly to national minorities ('recruitment of persons belonging to national minorities into law-enforcement bodies and judicial structures' and 'information provided to citizens, in particular persons belonging to national minorities on which remedies exist in case they are confronted with discrimination'). The ICRI and MIPEX indicators are broad enough to be applied to different minority contexts. However, one ICRI indicator ('access of third country nationals to the civil service: police') is hardly applicable to national minorities. Last, ICC does not specify the target group. Its indicator can be applied to both longstanding and recent migrant minorities.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The LG principles of integration are covered to a limited extent. HO and ICRI cover the principles of 'non-isolationist approach', 'shared public institutions', 'inclusion and effective participation' and 'policies targeting both majorities and minorities'. Except for the principle of 'non-isolationist approach', these principles are reflected by EURAC and MIPEX indicators as well. The only relevant indicator of ICC covers the 'non-isolationist' principle. The principles of 'recognition of diversity and multiple identities', 'primacy of voluntary self-identification', 'rights and duties', and 'inter-community relations' are not explicitly addressed by the selected indexes.

Procedural elements of an integration policy (LG 13-29)

All indexes, except ICC, cover 'legislation and institutions'. Some of the HO and EURAC indicators address 'formulating effective policies' as well. The field 'actors and roles' is not covered. None of the selected indexes explicitly refers to stakeholders from the public or private sector, to interest groups, or to other levels of government.

Part III – Data collection

Data gathering (LG 15)

The data for the ICRI, MIPEX and ICC Index are gathered systematically and comprehensively. In addition, these

indexes provide descriptions or methodological explanations on coding procedures and data collection. For EURAC, it is not possible to establish whether the data gathering is conducted in a comprehensive and systematic way, since it does not include any data analyses. However, this index provides methodological notes on how to gather data comprehensively and systematically. The HO indicators that are relevant for this policy area consider the presence of local and national good practices and provide some useful instructions.

Type of data: qualitative or quantitative data

Except for EURAC, all of the selected indexes are quantitative in nature. In MIPEX, the quantitative data are enriched with qualitative assessments. EURAC combines qualitative and quantitative assessments based on experts' judgements, though many indicators in the policy area 'diversity of symbols and their use in the public domain' can be measured in quantitative terms. In general, a comprehensive analysis of the policy field requires both qualitative and quantitative data.

Level of authority involved in data collection

All of the indexes that were analyzed refer to the national level, except for HO, which also includes the local level, and the ICC, which refers only to the local level. No indicator explicitly refers to the supra-national and regional levels. The latter is therefore not indispensable. However, it seems advisable to include these authorities, given the regional peculiarities that usually exist in this regard.

Part IV – General assessment

Indexes' strengths and shortcomings

HO focuses on social integration but captures various aspects of the policy area *Security and Law Enforcement* too. The same holds true for EURAC. However, this index focuses primarily on the extent to which minorities are protected rather than on issues associated with fostering integration. EURAC therefore does not cover many of the principles of integration foreseen by the LG. ICRI also gives priority to socio-economic integration, but includes several indicators addressing security and law enforcement. Most of them deal with issues regarding discrimination and hate crimes. MIPEX is a useful comprehensive tool with which to measure the integration of mostly migrant communities. However, it does not substantially address security and law enforcement issues. ICC contains only one indicator relevant for *Security and Law Enforcement* and is therefore not particularly significant in this context.

Examples of indexes' use

The indicators of the ICRI, MIPEX and ICC have been used to write various policy reports.¹⁹ EURAC and HO indicators do not seem to have been applied so far. As far as the authors are aware, there is no empirical study that examines a research question in the field of security and law enforcement which makes extensive use of these data tools.

¹⁹ For examples, see the ICC website for the Intercultural Cities Index reports (<https://www.coe.int/en/web/interculturalcities/index-results-per-city>). Analyses using the MIPEX index are available online on the MIPEX website (<http://mipex.eu/>). ICRI has been used in various research papers and policy reports e.g. Strozzi, Chiara (2016): The changing nature of citizenship legislation, In: IZA World of Labor, wol.iza.org, or Koopmans, Ruud, Ines Michalowski, and Stine Waibel (2013): "Bürgerrechte für Zuwanderer. Nationale und politische Prozesse und internationale Konvergenz in Westeuropa, 1980-2008". In: Von Löffelholz, Hans Dietrich and Peter Schimany (2013): Beiträge zur Migrations- und Integrationsforschung. Aus Anlass des 60-jährigen Bestehens des Bundesamtes für Migration und Flüchtlinge, Nürnberg

ACCESS TO JUSTICE LG 47

Part I – Policy area

Most relevant LG-related indexes

Most of the selected indexes do not cover precisely the policy area 'Access to justice' of the LG. For instance, a number of indexes deal with the representation of persons belonging to minority groups,²⁰ in 'official institutions' (ACCEPT), 'public service' (IntMK) or 'public sector' (Zaragoza+) without specifying indicators that are clearly relevant for access to justice such as employment of persons belonging to minority groups in judicial administration, police or complaint bodies (e.g. ombudsman). Taking another example, some indexes mention 'trust in public institutions' (Zaragoza+, SCR), which would include confidence in the judicial system as a prerequisite for access to justice, but there is hardly any other indicator that captures aspects of this policy area. MIPEX contains a few applicable indicators for only two aspects of the policy area: removal of financial and linguistic barriers in accessing justice and the establishment of specialized complaints bodies. Such indexes are not useful for the purpose of this report therefore they have been left out. The report is based on the following indexes which cover most aspects of this policy area: HO, MCP, EURAC, ICRI and ICC.

Two of these indexes (i.e. HO and EURAC) have a broad scope and provide the necessary overall picture of what could be a comprehensive set of integration indicators. The other three (i.e. MCP, ICRI and ICC) contain several indicators that either refer to some specific aspects or cover them partially. However, they can be useful for more focused analyses on certain specific elements of the policy area. Finally, it is worth noting that MCP stands out as the only index which applies different sets of indicators to different target groups (i.e. immigrant minorities, national minorities and indigenous peoples). It would be interesting to consider whether such an approach would allow for a more nuanced assessment given that different groups may have different needs and expectations and some aspects of the policy

area might be very important for a certain group but less relevant for another.

Indexes' comprehensiveness

HO and EURAC deal with most aspects of the policy area 'Access to justice'. For instance, the HO contains useful indicators for an assessment of the situation regarding access to justice (e.g. the percentage of the overall population reporting knowledge of anti-discrimination laws; the percentage of the population reporting knowledge of rights to interpreting services in the field of public services). The EURAC index offers a useful toolbox of indicators²¹ for the development of a comprehensive strategy that aims to guarantee access to justice. MCP covers some specific aspects of the policy area for a certain target group very well (e.g. guarantees of representation in constitutional courts in the case of national minorities) and other aspects for other groups (e.g. recognition of customary law in the case of indigenous peoples). All indexes cover to various degrees the aspects of the policy area focusing on legislation and policies aimed at ensuring an adequate representation of persons belonging to minorities among judges, prosecutors and staff of the judiciary. An illustrative example is EURAC's indicator 'Minority representation in legal professions' which lists several highly relevant sub-indicators²² and ICC's more general indicators such as 'Does the migrant/minority background of public employees reflect the composition of the city's population?' and 'Does your city have a recruitment plan to ensure an adequate rate of diversity within its workforce?'. Finally, it is worth noting that some of the indexes that were analysed contain broadly defined indicators which apply to more than one aspect of the policy area.

Issues not covered

HO and EURAC contain some indicators of partial/indirect applicability. For instance, EURAC's indicator 'Effective participation in cultural, social and economic life' only partially covers an aspect of policy area dealing with issues such as restoration of citizenship, right to return, and property claims. MCP and ICRI have an even narrower scope and contain mostly indicators of partial/indirect applicability. For instance, ICRI covers only partially the aspects of the policy area focusing on

²⁰ 'Minority groups' is used here as an umbrella term covering the various target groups of the indexes, e.g. national minorities, indigenous peoples, migrants, third country nationals, refugees.

²¹ Awareness raising about minority issues and training on the FCNM; Minority representation in legal professions; Accessibility of the judiciary; Co-ordinated efforts in dealing with discriminations or ethnically motivated incidents. Each of these indicators contains sets of sub-indicators.

²² Legal provisions that provide for a certain representation of persons belonging to national minorities within the judiciary; Collection of data on numbers of persons belonging to national minorities within the judiciary; Action plans to increase the recruitment of persons belonging to national minorities in the judiciary; Training programmes with the aim of increasing the recruitment of persons belonging to national minorities in the judiciary; Other incentives to encourage persons belonging to national minorities to apply for a position within the judiciary.

legislation and policies which aim to ensure adequate representation in the judiciary: its most relevant indicator refers only to representation in the police forces (i.e. 'Rights of non-citizens to work for government/in civil service: police'). Moreover, MCP and ICRI do not cover two basic aspects of this policy area: assessment of the situation regarding access to justice, and development of a comprehensive strategy on access to justice. ICC does not cover the aspects of comprehensive strategy and reconciliation mechanisms.

Groups covered

The selected indexes show the variety of approaches ranging from an explicit focus on a single group to a rather general, open-ended definition of the target group. At one pole is ICRI, which explicitly refers to only one group (i.e. immigrants) and at the other pole is ICC which deals with 'diverse communities' that include 'people of different nationalities, origins, languages, religions/beliefs, sexual orientations and age groups'. In between these poles there are indexes dealing with two or more groups such as MCP's 'immigrant minorities', 'national minorities' and 'indigenous people'. EURAC's main target group is 'national minorities' because its indicators aim to assess the impact of the FCNM. However, this index has a broader relevance as it refers also to 'new minorities' stemming from migration whenever its indicators are applicable to them as well. HO covers 'new arrivals' which is an umbrella term for different groups (i.e. 'refugees, other migrants or other groups who are new to the community').

This reflects a pragmatic approach based on the idea that these indicators may be a useful tool for assessing the experience of various categories of newcomers whose integration is of concern. In certain contexts, the receiving community interacts with refugees from the Middle East or migrants from Eastern Europe. In other contexts, the newcomers could be Travellers, i.e. members of a longstanding minority in the UK.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

'Recognition of diversity' is a basic principle of all of the indexes that were analysed. However, no indicator takes into account the heterogeneity and fluidity within minority groups. The principle of 'voluntary self-iden-

tification' is explicitly covered only by the EURAC index which highlights that need for increased attention to the principle of self-identification in data collection. The principles of a 'non-isolationist approach to minority issue' and 'inter-community relations' are not specifically covered by the indicators that are relevant for the policy area 'Access to justice'. All of the indexes that were analysed cover, to various degrees, the following principles: 'shared public institutions', 'inclusion and effective participation', 'rights and duties', and 'policies targeting both majorities and minorities'.

Procedural elements of an integration policy framework (LG 13-29)

Only the HO and EURAC indicators cover to a large extent the procedural element of 'formulating effective policies'. All of the indexes cover, to varying degrees, 'legislation and institutions'. ICC, for instance, refers only to anti-discrimination regulations at the city level. The indexes that were analysed provide a patchy coverage of 'actors and roles'. Generally, the indicators cover essential features such as employment of persons belonging to minority groups in public service. However, equally important aspects are missing (e.g. the roles and tasks of the different institutions and actors at the various levels of government; the role of civil society actors).

Part III – Data collection

Data gathering (LG 15)

MCP, ICRI and ICC collect comprehensive and systematic data and provide methodological guidelines and/or explain data collection and coding procedures. As HO and EURAC have not been used so far, they do not include data analyses. Therefore, in their case, data gathering is not yet an issue of concern. However, it is worth noting that each EURAC indicator is followed by a short section on 'methodological concerns' which usually highlights challenges regarding data collection²³ but sometimes includes recommendations on how to better gather the necessary data.²⁴ HO uses a set of symbols to indicate the type of publicly available data (e.g. official statistics, survey data) for each indicator. HO has an accompanying toolkit providing details on how to collect data.

Type of data: qualitative or quantitative data

In most cases, relevant indicators are based on quantitative data. Illustrative examples are MCP and HO. ICRI

²³ 'The collection of reliable statistical data, which is a precondition for appropriately addressing an under-representation of persons belonging to national minorities within the judiciary, may cause problems in certain countries that reject in principle the collection of ethnic data.' (EURAC).

²⁴ 'To get reliable information concerning the 'linguistic accessibility' of the judiciary, visits to courts and interviews with persons employed in the judiciary as well as persons belonging to national minorities will be required.' (EURAC).

is an exception in this regard since it uses qualitative information from policy documents, legal texts, secondary literature etc. EURAC indicators may use both qualitative and quantitative data.

Level of authority involved in data collection

Except for ICC which focuses on the local (city) level, all of the indexes that were analysed address the national level. In addition, MCP takes into account the regional level (concerning national minorities and indigenous people) and HO also covers the local level. No indicator which is relevant for the policy area 'Access to justice' explicitly refers to the supra-national level.

Part IV – General assessment

Indexes' strengths

HO is designed specifically as a comprehensive set of integration indicators. It aims to provide a tool for assessing the experience of all actors involved in integration, i.e. newly arrived residents, receiving communities, civil society and government at all levels. It has a broad scope and takes into consideration the specific context in which integration can take place, as well as the legal and social aspects of integration.

EURAC's indicators aim to assess how effectively the FCNM is being implemented. While the index does not focus on integration *per se*, it covers a wide range of integration-related issues since the protection of minority rights is one of the structural principles for integration of society. It is clearly focused on national minorities, but certain indicators are relevant for migrants as well.

HO and EURAC cover, to various degrees, all aspects of the policy area 'Access to justice'. Both are well-structured and user-friendly. Their indicators are accompanied by information on how to get the relevant data. However, these two indexes do not include data analyses and, as far as is known, have not been used yet.

MCP aims to assess the social effects of multicultural policies across Western democracies and to determine how these policies evolve over time. It is the only index which deals explicitly with the three main types of minority groups (i.e. national minorities, indigenous peoples and immigrant minorities) all of which are covered by separate sets of indicators.

ICRI focuses on the recognition of cultural differences by nation-States through rights granted to immigrants, which are classified according to two dimensions: the inclusiveness of a country's understanding of citizenship and the country's approach vis-à-vis cultural and religious diversity. The index deals only with immigrant

minorities and it is primarily focused on normative indicators.

MCP and ICRI both have a clearly designed, user-friendly web platform which presents the methodology, data and findings. Both indexes allow for comparisons across time and among several countries. However, they contain a rather limited number of indicators with only partial/indirect applicability for the policy area 'Access to justice'.

ICC aims to assess the level of intercultural integration within a city and makes comparisons between cities possible. It focuses only at the local level and does not define a clear target group. While some of its indicators do touch upon issues of concern for the policy area 'Access to justice', it is nevertheless the least relevant among all of the indexes that were analysed.

Examples of indexes' use

The MCP website lists 65 academic publications which have used the index in their analysis. The findings of ICRI have also been used in several academic publications. ICC produced a list of city narrative reports, intercultural city profiles and interactive charts. It is used as a tool to monitor progress with regard to intercultural integration.

MEDIA LG 48-49

Part I – Policy area

Most relevant LG-related indexes

The LG policy area media is covered only in indexes whose indicators specifically cover some of the main aspects of the LG: HO, ACCEPT, MCP, EURAC, ICRI and ICC.

Many of the selected indexes omit special indicators with regard to the policy field of media. While some indexes include considerations with regard to diversity, a lot of topics are almost completely neglected in these indexes. The most noteworthy gaps are to be found in the area of media freedom, particularly in relation to discrimination in the digital world. Thus, the potential use of these indexes is very limited.

Indexes' comprehensiveness

When it comes to traditional media, several indicators are focusing both on the representation of minorities in media programmes and on legal and technical aspects. One important issue is the allocation of frequencies and time slots for TV/Radio programmes run by/for minorities and especially how such frequencies are allocated (EURAC index) and the possibility to receive access to trans-frontier media (EURAC), which is especially relevant for minorities with a kin-State. Indicators such as 'sensitivity in the mandate of public media or media licensing' (MCP), 'allocation of frequencies for TV/Radio programmes run by/for minorities' and 'allocation of frequencies and time slots allotted to minority language programming concerning public and/or private media' (both in EURAC) cover some incentives of intercommunity relations in the field of media.

The indicator 'media mainstreaming of anti-immigrant or anti-minority positions' (ACCEPT) differentiates between different groups in society, in particular (longstanding) minorities and (more recently) migrants. Furthermore, this indicator contextualizes pro- and anti-migrant/minority rhetoric in public debates, by politicians and the media and on governmental agendas.

The MCP and EURAC indicators start off from the position that flows from the LG principles which stipulate that representation of diversity and the involvement of minority representatives in supervisory boards in the media sector should be guaranteed. Also, measures to employ members of minorities as journalists are encouraged (EURAC) in order to report on minority issues and to guarantee sensitivity towards minority-related topics. Checking whether codes of conduct for media professionals regarding reporting on minority issues,

i.e. if the use of derogatory or pejorative names and terms and negative stereotypes is provided for in the domestic legal system (EURAC), is extremely relevant but absent in the other indexes. Needless to say, legal indicators such as the existence and impact of monitoring instruments and self-regulatory bodies with guaranteed minority representation are equally relevant for digital media. Furthermore, positive incentives can be created by licensing, which is seen as a positive tool to stimulate the promotion of interaction. Accordingly, indicators relating to the issue of licenses and whether they encourage the allocation of a certain amount of time to programmes intended for cross-community dialogue can be further developed in the future. The procedure for the allocation of licenses and the assignment of frequencies can further incentivize intercommunity relations, and this is an aspect that can be covered by indexes in the future.

Issues not covered

In general, it has to be pointed out that the indexes gravely omit dealing with discrimination in the digital world. They almost entirely fail to mention the fact that each State has to take measures against the abuse of social media as a platform for attacks on persons belonging to minorities, be it through negative portrayals and stereotyping connected with criminality or poverty, hate speech or racism. This relates to the Roma, Jews and Muslims as well as to migrants, asylum seekers, refugees and foreigners, all of whom are victims of hasty and inflammatory judgments in the media. Racist material against minorities and foreigners is increasingly common on the Internet and in social media thus reaching a wide audience, and it is often emitted at sensitive times, such as before political elections and at sporting events. Nevertheless, this lack of regard for digital media in most of the indexes, and also in the LG, has been recently addressed by *The Tallinn Guidelines for National Minorities and the Media in the Digital Age* (OSCE HCNM, 2019) where precisely some of these issues are tackled both by recommending 'shared discursive spaces' and by fostering dialogue and reducing intolerance.

Questions relating to tolerance and cultural pluralism in the media are difficult to address because the media world is in a paradigm shift. Especially in the field of so-called new media, previously clear distinctions between media companies and media consumers become increasingly blurred. Through digitization, traditional media players still exist, but new media providers have come on stream. They behave similarly and are also present online in various ways. Despite this shift, most of the indicators still tend to focus more on traditional media and tend to ignore the 'potential of new technologies to facilitate the reception of programming in minority languages'. HO is the exception as it highlights

the community aspect of social media and the need to support the 'ability to use social media to strengthen social bonds'. It also suggests certain initiatives to deal with social media groups which create negative stereotypes and increase racist sentiment (online and offline), and it highlights the fact that community safety is a common concern both amongst minority groups and within the broader communities in which they live. Racial harassment and hate crime erode confidence, limit social engagement and distort cultural knowledge.

Other incentives, such as training, are not covered by the selected indexes, perhaps because media training is not very elaborated as a principle for, or an element of, integration in the LG either. It is noteworthy that appropriate measures, such as the following, could be included in future efforts: training and further education courses for media companies, journalists and non-professional media-producers to highlight ethical questions, questions of inter-ethnic coexistence, tolerance and cross-community dialogue as well as rights and obligations in the context of media reporting.

None of the indicators touches on concrete risk groups or has introduced a gender-based differentiation. None of the indicators introduces different categories of public/private media companies, media consumers and hybrid units in-between. In general, a clear individualization of actors and beneficiaries is missing.

The indexes are also quite neglectful when it comes to media freedom, freedom of expression and the freedom to receive and to import information and news from other communities. This includes the freedom to receive and to import information and news in the language of the majority or in other languages. The reception and distribution of information in the minority language serves cross-cultural dialogues and fundamentally enhances the right of freedom of expression.

The digital sphere comprises traditional media companies as well as new media providers which behave similarly and which are also present online in various ways. This makes it difficult to promote, and simultaneously regulate, cross-community dialogue, tolerance and cultural pluralism, while balancing the right to freedom of expression and the protection of individuals and communities, especially when it comes to the realm of criminal offences. Protection against hate speech, other persecutions of minority members, and new expressions of this kind of assault in the (social) media show the State's challenge in balancing other fundamental rights such as freedom of expression. Within this digital world, media literacy (HO) becomes equally important for minorities and majorities in order to avoid the dominance of fake news and to protect against the abuse of

information by certain political groups and to avoid the discrimination of rights.

Without any doubt, media freedom in a global digital world is obviously a missing element of an integration policy framework in the LG. None of the indicators of the selected indexes cover the requirement of the proportionality principle in the area of media freedom. Only the indicator 'checking whether codes of conduct for media professionals regarding the reporting on minority issues, for instance on the use of derogatory or pejorative names and terms and negative stereotypes is provided for in the domestic legal system' (EURAC), could be useful for monitoring instruments on the implementation level, however, not on the legislative level. In all these assessments, the principle of proportionality plays an important role. It stipulates, *inter alia* as reflected in the above-mentioned Tallinn Guidelines (2019), that political and judicial measures have to protect against the violation and discrimination of the rights of others. Therefore, this principle promotes, among others, such measures, which, both in scope and duration, do not exceed what is necessary to attain the objective of full and effective equality and should be monitored through appropriate indicators.

Across many regions and groups in Europe, access to internet and to computers or smartphones may be poor and the level of literacy among vulnerable communities, including the Roma, remains significantly lower than average. This difference in the factual conditions produces multiple effects. On the one hand, it obviously impedes access to digital media for such groups and in such regions. On the other hand, this deficit contributes to the dissemination of pejorative or even inflammatory opinions about minority groups in the media.

Groups covered

While most of the indicators focus exclusively on national minorities or on national minorities and migrants, ICRI focuses on Muslim migrants in particular and therefore suggests programmes in 'immigrants' languages in public broadcasting'. It is also the only index that outlines special programmes for religious minorities, by devising Islamic religious programmes in public broadcasting.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

Intercommunity relations as one principle of integration rely on cross-community dialogue and interaction based on tolerance and mutual respect. In particular, in the area of the media, permitting or even encouraging the publi-

cation of multilingual products is another example that promotes interaction both within programming and by reaching audiences in different linguistic communities.

A positive impact for cross-community dialogue can be obtained through the voluntary introduction of multilingual media products, especially in relation to the news: these products can make the news accessible for other linguistic communities without the knowledge of the other language. These media products can be particularly important in the promotion of contact and exchange between communities and individuals and for raising awareness and enhancing mutual understanding. These products are particularly important and effective when media companies provide balanced news comprising similar contents for audiences from different communities. A similar role can be fulfilled by subtitling visual programs on TV and on social media.

Therefore, the media should in principle inform society as a whole about community-related issues and promote tolerance and intercommunity dialogue. These tasks concern not only specialized media but also mass media, which should avoid excessive politicization or folklorization of disadvantaged communities.

The main distinction in the media between a) news characterized by politicized and biased reporting, which may trigger inter-community hostilities, and b) entertainment focusing on folklorizing minorities, is not covered by any indicator in any of the selected indexes. Only the methodology contained in the indicator 'media mainstreaming of anti-immigrant or anti-minority positions' (ACCEPT), which suggests the assessment of existing studies and media surveys, could be useful for a content-focused study on media topics.

Procedural elements of an integration policy framework (LG 13-29)

The indicators tackle procedural elements, especially by formulating policies and by covering institutions. The actors and roles remain quite vague, but analyzing the indicators mostly suggests that regulatory media bodies are the identified actors.

Part III – Data collection

Data gathering (LG 15)

While HO, Accept, ICRI and ICC provide some instructions on data gathering at different levels or are identifying data, EURAC and MCP do not provide instructions. HO stresses the fact that data has to be gathered by those using the index, if there is no data available.

Data collection: qualitative or quantitative data

HO, Accept, MCP rely almost, but not entirely, on quantitative data, while EURAC's approach is qualitative. ICRI's focus is also quantitative but takes into account some qualitative data from different legal sources and policy reports.

Level of authority involved in data collection

Most indexes focus on the national level. HO, ICC and ICRI also focus on the sub-national level. It is important to point out that in the media sector there are many sub-national and national regulatory bodies with the duty to collect data and to also test the efficiency of laws and certain indicators, especially when it comes to pluralism and the free press.

Part IV – General assessment

Indexes' strengths and shortcomings

As mentioned above, in the realm of the media many aspects are not mentioned in the indicators, such as discrimination in the digital world. Hate speech and racism in particular are almost completely absent. In general, most of the indicators tend to focus more on the traditional media and tend to ignore the potential of the new technologies. In the countries of Central and Eastern Europe, this situation produces double effects. On the one hand, according to the various estimates, over 90 percent of all cases of hate speech relating to ethnicity occur on various internet platforms. As a result, the potential of the new technologies frequently collides with the insufficient effectiveness of officials in preventing and combatting these manifestations of hatred. On the other hand, new technologies have proven to be an effective tool for the mobilization of minority communities to address their claims or to protest against various types of discrimination.

None of the indicators touch upon concrete risk groups or introduce a gender-based differentiation. On top of that, the area of freedom of the media, freedom of expression and the freedom to receive and impart information and news from other communities is missing. Therefore, a reassessment of the policy for the media is suggested by combining the LG, the indicators that were analyzed and, most importantly, the Tallinn Guidelines.

Examples of indexes' use

In general, most of these indexes have not been used much in practice in relation to the media. In general, in policy papers on media pluralism and press freedom, there is a tendency to make references to the law and to the guidelines, not so much to the indexes. If references to indexes are made, this is limited to specific indexes for the media, such as the World Press Freedom Index.

This phenomenon may be attributed to the fact that most media strategies have a national approach and rely very much on national data. Policy papers dealing with the misrepresentation of minorities and migrants within the media, which, as mentioned above, represents a gap in most of the indexes, have been produced by several international actors such as the OSCE, the EU (FRA) and the UN.

DIVERSITY OF SYMBOLS

LG 50

Part I – Policy area

Most relevant LG-related indexes

The policy area ‘Diversity of symbols and their use in the public domain’ is covered (at least in part) by several indexes. The following seven indexes contain indicators relevant to this policy area and were part of the analysis: HO, ICRI, ACCEPT, EURAC, MIPEX, MCP and ICC.

In these indexes, 35 indicators explicitly cover aspects of the policy area under consideration. However, none of the indexes covers the policy area in its entirety. At the same time, it should be noted that the analyzed indexes contain more indicators that address some broader aspects related indirectly to this policy field, in particular concerning freedom of religion and its manifestations, expression of cultural diversity, and the promotion of inter-culturalism.

Indexes’ comprehensiveness

The most comprehensive set of indicators to capture this LG policy area is offered by EURAC. Designed to assess the impact of the FCNM on legislation, policies and political discourses, this index contains about a dozen sub-indicators measuring all issues related to the display of symbols as delineated in the LG, such as flags, public signs, sites, holidays, dietary practices, and clothing customs. Examples of these indicators are the ‘number of public signs in national minority languages,’ ‘use of cultural or religious minority symbols is allowed for teachers and/or pupils,’ ‘national legislation provides for legal protection in case of destruction and/or confiscation of the institutions, sites and properties belonging to religious communities [...]’ and ‘assessing whether national labour law provides for cultural and religious diversity among workers [...]’. This index is thereby suitable for both a comprehensive analysis of the policy area as well as for a detailed case-specific assessment of specific issues.

The other indexes are less comprehensive and cover mainly those aspects of the LG policy area related to religious and cultural symbols, in particular the display of religious symbols and the promotion of inter-community dialogue.

Despite this limitation, these indexes have some useful indicators to capture parts of the LG policy area: ACCEPT as well as MIPEX contain indicators to explore the use of religious and cultural symbols (dietary and clothing customs, festivities) in education and schools. Other indicators of ACCEPT capture broader issues related indirectly to the policy area ‘Diversity of symbols,’ such as ‘civic ed-

ucation teaching about diversity,’ integration of the country’s immigration history and of the country’s historical minorities in the national history curriculum, and ‘provisions for formal prayer for minority religions at school.’ The HO includes indicators covering commemorative occasions, festivals and holidays, such as ‘opportunities for regular community arts events, cultural festivals etc. and the regular celebration of traditions of communities,’ and ‘accessible funding for cultural activities and events.’ In addition, it contains indicators that measure the degree of freedom of religion (like percentages of persons ‘participating in a community organization or involved in a religious group or association,’ and ‘who feel they are able to practise their religion freely’). The ICRI has several indicators that are useful for an in-depth assessment of the use of religious symbols and practices (clothing customs, ritual slaughter, burial practices), although limited to Islam (i.e. ‘the right of female teachers to wear a headscarf’). It is also the only index that explicitly assesses the existence of religious sites (‘mosques with recognizable architecture’; ‘existence of Muslim cemeteries’) as a measure of cultural and religious rights. The MCP Index has only one directly relevant indicator related to dress codes; however, a range of broad indicators such as ‘Recognition of customary law’ or ‘support/ratification for international instruments on indigenous rights’ may indirectly capture aspects of the LG policy area on symbols. The indicator ‘accorded international personality’ also assesses the symbolic presence of minority teams at sporting events (which could include the display of symbols such as flags).

Finally, the ICC contains indicators that assess another aspect included in the LG policy area; while not focusing specifically on ‘symbolic buildings,’ it explores the consultation of minority communities in the reconstruction of public space (‘when your city decides to reconstruct an area, does it use different methods and places for consultation to ensure the meaningful involvement of people with different migrant/minority backgrounds?’).

In summary, EURAC offers the most comprehensive set of indicators to capture the entirety of the policy field ‘Diversity of symbols and their use in the public domain’. However, the other indexes are useful to assess certain aspects of this policy field, in particular issues related to the use of religious and cultural symbols, as well as of festivals and commemorative holidays.

Issues not covered

Indicators capturing aspects such as toponomy, the display of flags or symbolic monuments, objects or buildings, or the (re)construction of religious sites are largely absent (see also above section on language matters). Issues of toponyms and the visibility of minority

identities and languages in the public space, including through symbols such as anthems, signs and flags are of importance and remain controversial across Europe. In Central and Eastern Europe there are reports of vandalism and of administrative restrictions to such public display, something that could be better reflected in, and measured by, integration indexes.

Groups covered

The focus on religious and cultural symbols can be explained by the predominant focus of many of the analyzed indexes and indicators on (recent) migrants. Four (4) of the 7 indexes focus either implicitly or explicitly on recent migrants (HO, MIPEX, ICRI and ICC), though in some cases the indicators are broad enough to be applied to other minority communities as well. This is the case for HO and for the ICC; the latter, while implicitly focusing on (recent) migrants, indicates 'intercultural society' as the target, and thus its indicators apply to different minority groups.

The MCP Index offers sets of different indicators for different groups (immigrant minorities, national minorities, indigenous peoples), thereby acknowledging different types of conditions of different groups. However, its only directly relevant indicator in the policy area of 'Diversity of symbols' targets immigrant minorities. Instead, EURAC explicitly targets longstanding national minorities, though some indicators could be applied to recent migrant communities. Only the indicators of ACCEPT cater explicitly to different groups, mentioning religious minorities, ethnic/national minorities and immigrants.

Part II – Principles of integration and elements of an integration policy framework

Substantive principles of integration (LG 5-12)

The principles of integration delineated in the LG are only partially covered by the indicators of the indexes that were analyzed. Although EURAC is the most comprehensive index in the area of Diversity of Symbols, its indicators poorly reflect such principles, since the index is mainly focused on the extent to which minorities are protected rather than on fostering integration. The principles covered by EURAC are those of inclusion and effective participation and of inter-community relations. On the contrary, the indicators of HO, which aim to foster integration processes, reflect some of the LG principles very well, especially with regard to their focus on avoiding separation and facilitating inter-community relations by targeting both majorities and minorities. Indeed, HO indicators stress the need for cultural events and celebrations to be promoted in an inclusive manner.

Considering all of the indexes examined, the following principles of integration are generally covered:

inter-community relations; policies targeting both majorities and minorities; inclusion and effective participation. Less present in the indicators are the principles of a non-isolationist approach to minority issues; the primacy of voluntary self-identification; shared public institutions; a sense of belonging and mutual accommodation; and rights and duties. The MCP Index is the only index that assiduously covers the principle of recognizing diversity and multiple identities.

At the same time, the issues of self-identification and a sense of belonging and mutual accommodation are particularly crucial for the region of Central and Eastern Europe. The first one is relevant since data gathering in censuses of persons belonging to minorities often requires the will of a person in order to disclose her/his ethnic affiliation and to inscribe this item in the relevant register. The issue of belonging is relevant with regard to the kin-State policies which are actively pursued by a number of Central and Eastern European States (Bulgaria, Hungary, Poland, Romania, or Russia). Although the contents and agendas of their policies differ from one country to another, their activities are aimed at their ethnic kin in the neighbouring countries. Thus, for minorities it brings up the issue of belonging. As some of these policies are targeted towards non-EU States (Belarus, Moldova or Ukraine), the possession of the documents issued by the kin-State might be used as an effective economic tool for gaining access to the EU market. As a result, in addition to the issue of 'belonging', there is also an emergence of specific migrant groups who share the same ethnic origin as the majority of the population of the receiving State but originally come from a neighbouring country.

Procedural elements of an integration policy framework (LG 13-29)

In general, there is a lack of coverage of the procedural elements of integration in the indicators under examination. For instance, the indicators of HO do not cover 'formulating effective policies', with the exception of considering the existence of related financial resources. Furthermore, they do not capture legislative and institutional factors, but focus on policy elements and societal features, and mainly measure local and national governments' policy actions, focusing less on the role of other actors, like civil society and the private sector. The indicators of ACCEPT do not cover any of the procedural elements of an integration policy framework delineated by the LG. The EURAC indicators do not cover 'formulating effective policies' much (except for referring to consulting with minorities about reforms that impact them) nor 'actors and roles', since the indicators focus mostly on the public sector. While the MCP does indeed cover the procedural element of 'legislation and institution' through its focus on the recognition and ratification

of minority-related rights/treaties, the indicators only indirectly cover the formulation of effective policies and 'actors and roles'. The ICC explicitly mentions that it focuses on policy input, but does not seek to assess how effective these efforts are (policy impact/outcomes). Last, MIPEX and ICRI's indicators do not seem to cover any of the LG procedural elements.

Part III – Data collection

Data gathering (LG 15)

All indexes require some form of systematic data collection, though some indexes, like EURAC, rely on self-evaluation and experts' judgements and interpretations. Furthermore, most indexes provide guidance or descriptions on data collection and/or data coding, in general or at times specific to the indicators. For example, EURAC provides methodological notes for each indicator, whereas the ICC and MIPEX have respectively instructions for compiling the index and methodological explanations. For ICRI there are specific academic publications providing descriptions and coding rules for its indicators. The HO provides few instructions and definitions and has a guidance tool, but this tool does not cover most of the indicators analyzed in the area of 'Diversity of symbols', which consider the presence of local and national practices (except for some indicators measuring the degree of freedom of religion). Instead, ACCEPT does not provide specific guidelines for data gathering.

Type of data: qualitative or quantitative

More quantitative than qualitative data are used for the indicators assessing the policy area on the use of symbols: Most of the HO indicators and EURAC could imply the use of quantitative dichotomous coding. The MCP Index is conceptualized as a quantitative index. ICRI, MIPEX and ICC use qualitative observations, which are subsequently quantified for comparative analysis (ICRI: 'The qualitative information from these sources is transformed into ordinal codes, classifying policies as more or less restrictive in terms of the extent and accessibility of rights for immigrants'; MIPEX: 'combines qualitative information to make quantitative scales'; ICC: 'All data are subsequently quantified for comparative analysis'). In the ICRI and MIPEX the quantitative data are presented with descriptive notes and explanations. Conversely, in ACCEPT the qualitative data are expressed in the form of Low/Medium/High scores, based on a self-assessment of legal rules and practices.

Level of authority involved in data collection

Most data are to be collected at the national level, with the exception of ICC, IDM and some HO's indicators, which focus respectively on the municipal and local level. Data for ICRI and MIPEX may also be collected at the regional level.

Part IV – General assessment

Indexes' strengths and shortcomings

To sum up, the LG policy area 'Diversity of symbols and their use in the public domain' is not covered in its entirety by any of the indexes under assessment. While EURAC is rather comprehensive, its focus on national minorities means that those aspects of the use of symbols related to migrants may be missing. Most of the other relevant indicators focus on religious and cultural symbols, while indicators measuring other symbols such as public signs, flags and sites are largely absent. Both the principles and procedural elements of integration as outlined by the LG are only inadequately or partially covered by the indexes and indicators examined. Last, data collection, in the majority of indexes takes place at the national level; in this regard it might be wise to consider data at the regional level, due to the specificities of many regions.

Examples of indexes' use

All indexes have been used for studies and reports,²⁵ with the exception of EURAC and HO, as far as is known.

²⁵ E.g. Maussen, Marcel and Bader, Veit (eds) (2012), *Tolerance and Cultural Diversity in Schools: Comparative report*, ACCEPT-PLURALISM, 1, 3-National Case Studies - School Life, Comparative Report. See also the ICC website for several Intercultural Cities Index reports by city: <https://www.coe.int/en/web/interculturalcities/index-results-per-city>. Analyses using the MIPEX and the MCP indexes by country area are available online on the respective websites (<http://mipex.eu/> and <https://www.queensu.ca/mcp/>).

Annex 1: Indexes

Indexes reviewed*

*the first date appearing in brackets is the date of publication of the index, the second one is the round of index use referred to in this report.

UK HO – UK Home Office Indicators of Integration Framework (2019)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/835573/home-office-indicators-of-integration-framework-2019-horr109.pdf

→ Contact: indicatorsofintegration@homeoffice.gov.uk

Accept Pluralism - European University Institute (2013)

https://cadmus.eui.eu/bitstream/handle/1814/26142/AcceptPluralism_ToleranceIndicatorsToolkit_2013.pdf?sequence=1&isAllowed=y

→ Contact: Anna.triandafyllidou@ryerson.ca

MIPEX - Migrant Integration Policy Index (2004-2015)

<http://MIPEX.eu/what-is-MIPEX>

→ Contact: MIPEX2015@cidob.org

MCP - Queen's University, Migration Policy Index (2006-2016)

<http://www.queensu.ca/mcp/>

→ Contact: keith.banting@queensu.ca; kymlicka@queensu.ca

EURAC - Indicators for Assessing the Impact of the FCNM in its State Parties (2009)

http://www.eurac.edu/en/research/autonomies/minrig/Documents/FCNM/FCNM_Index_Study_final_webpage.pdf

→ Contact: Roberta.Medda@eurac.edu

ICRI - Berlin Social Science Center Indicators of Citizenship Rights for Immigrants (2012-2019)

<https://www.wzb.eu/en/research/migration-and-diversity/migration-integration-transnationalization/projects/indicators-of-citizenship-rights-for-immigrants-icri>

→ Contact: koopmans@wzb.eu ; michalowski@wzb.eu

IntMK - Konferenz der für Integration zuständigen Ministerinnen und Minister (2015-2019)

http://www.integrationsmonitoring-laender.de/sites/default/files/integrationsbericht_2019_n2.pdf

→ Contact: kai.leptien@intmig.berlin.de; bernhard.santel@mkffi.nrw.de

Zaragoza + - European Commission, Directorate-General for Home Affairs (2013)

https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/legal-migration/general/docs/final_report_on_using_eu_indicators_of_immigrant_integration_june_2013_en.pdf

→ Contact: ewsiexpert@migpolgroup.com

IDM - Integration and Diversity Monitoring, City of Vienna (2013-2016)

<https://www.wien.gv.at/english/social/integration/facts-figures/monitoring.html>

→ Contact: post@ma17.wien.gv.at

ICI - Council of Europe, Intercultural Cities Index (2019)

<https://www.coe.int/en/web/interculturalcities/about-the-index>

→ Contact: intercultural.cities@coe.int

SCR - Bertelsmann Social Cohesion Radar (2013)

<https://www.bertelsmann-stiftung.de/de/publikationen/publikation/did/social-cohesion-radar/>

→ Contact: www.bertelsmann-stiftung.de (Stephan Vopel; Kai Unzicker)

EUDO - European University Institute Citizenship Law Indicators (2011-2016)

<http://globalcit.eu/citizenship-law-indicators/>

→ Contact: GlobalCit@eui.eu

E2Finland - E2 Research/Finland, Integration of minority language groups (2019)

'To be or not to be? A study on the adhesion of five language groups into Finland'

<https://e2.fi/publication/135>

→ Contact: jussi.westinen@e2.fi

IMDi - Indicators for measuring integration in Norway (2019)

<https://www.imdi.no/om-imdi/rapporter/2019/indikator-for-integrering.pdf>

→ Contact: post@imdi.no

Other selected indexes

Austria - Migration & Integration figures.data.indicators (2017)

https://www.bmeia.gv.at/fileadmin/user_upload/Zentrale/Integration/Integrationsbericht_2017/Statistical_Yearbook_2017_Z-Cards.pdf https://www.bmeia.gv.at/fileadmin/user_upload/Zentrale/Integration/NAP/NAP__indikatorenen.pdf

Canada - Canadian Index for Measuring Integration (CIMI) (2017)

<https://www.integrationindex.ca/>

Germany - Integrationsindikatoren 2005-2016 (2017)

<https://www.destatis.de/Migration/DE/Publikationen/Thematisch/Bevoelkerung/MigrationIntegration/Integrationsindikatoren.html>

Germany - Emigrant Policies Index (EMIX): New Dataset on Diaspora Policies (2017)

<https://www.giga-hamburg.de/en/data/emigrant-policies-index-emix-dataset>

New Zealand - New Zealand Migrant Settlement and Integration Strategy: Outcome Indicators (2018)

<https://www.immigration.govt.nz/about-us/what-we-do/our-strategies-and-projects/how-we-support-migrants/how-we-measure-success>

Switzerland - Integration indicators (2019)

<https://www.bfs.admin.ch/bfs/en/home/statistics/population/migration-integration/integration-indicators.html>

UNHCR - Refugee Integration and the Use of Indicators: Evidence from Central Europe (2013)

<https://www.refworld.org/docid/532164584.html>

UNESCO - World Inequality Database on Education (2019)

<https://www.education-inequalities.org>

UNESCO - A guide for ensuring inclusion and equity in education (2017)

<https://unesdoc.unesco.org/ark:/48223/pf0000248254>

IOM - Migration data portal (2019)

<https://migrationdataportal.org>

OECD/EU - Settling In 2018: Indicators of Immigrant Integration (2018)

<https://doi.org/10.1787/9789264307216-en>

PUNTO SUD - Immigrant integration indicators - Proposal for contributions to the formulation of a system of common integration indicators (2006)

https://www.puntosud.org/wp-content/uploads/2016/02/1365-fulltext_tcm44-80242.pdf

Eurac Research – Legal Indicators for Social Inclusion of New Minorities (LISI) (2003)

http://www.eurac.edu/en/research/autonomies/minrig/_layouts/15/WopiFrame.aspx?sourcedoc=/en/research/autonomies/minrig/Documents/Lisi%20Indicators.pdf&action=default

University of Lucerne - The Immigrant Inclusion Index (IMIX) (2015)

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Annex 2: Selection of Indicators per Policy Area

Information on the indexes' abbreviation and website is included in Annex 1.

1. ANTI-DISCRIMINATION AND FULL AND EFFECTIVE EQUALITY

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
<p>Direct/Indirect Discrimination</p>	<p>Is everyone effectively protected from racial/ethnic, religious, and nationality discrimination in all areas of life? (MIPEX).</p> <p>Checking which grounds other than belonging to a minority, such as ethnicity, race, colour, language, religion or belief, national origin, are included in the anti-discrimination legislation (EURAC).</p> <p>Verifying whether the prohibition of indirect forms of discrimination are foreseen in domestic legislation (EURAC).</p>	<p>A broad range of grounds of discrimination should be included, including language.</p>
<p>Comprehensive legislation</p>	<p>Checking whether comprehensive anti-discrimination legislation on the grounds of belonging to a minority exist within the domestic legal system or is provided in scattered legislative instruments (EURAC).</p> <p>The law prohibits:</p> <ul style="list-style-type: none"> a) Public incitement to violence, hatred or discrimination on the basis of race/ethnicity; religion/belief/nationality b) Racially/religiously motivated public insults, threats or defamation c) Instigating, aiding, abetting or attempting to commit such offences d) Racial profiling (MIPEX). <p>Does your city have a charter or another binding document proscribing discrimination against persons or groups of persons on grounds of race, colour, language, religion, nationality, national/ethnic origin or sexual orientation in the municipal administration and services? (ICC).</p>	<p>Legislation shall also include provisions that tackle discrimination on language grounds.</p> <p>A specific reference to racial/ethnic profiling (see MIPEX and EURAC on this aspect) and discriminatory slur in the media should be included (see EURAC).</p> <p>Focus shall be given not only to the legal sphere but also to the field of related public policies.</p>

<p>Special measures to combat past or systematic discrimination</p>	<p>Checking whether positive actions or special measures for minorities are foreseen in the national legislation (EURAC).</p> <p>Law provides for:</p> <ol style="list-style-type: none"> a. introduction of positive action measures on issues of ethnicity, race or religion that could also benefit people with an immigrant background b. assessment of these measures (ex. research, statistics) (MIPEX). 	<p>Language should be included as well.</p> <p>Special measures shall also include proactive policies to remove barriers to equal opportunities and address how to combat systematic and past discrimination.</p>
<p>Multiple or intersectional discrimination</p>	<p>Are there any legal provisions covering multiple discrimination? (MIPEX).</p>	<p>Focus shall be given to public policies enacted to prevent intersectional discriminations.</p>
<p>Institutional structures for developing, implementing and regularly monitoring and assessing anti-discrimination policies</p>	<p>Verifying whether a specific monitoring system on discrimination and on the implementation of the relevant legal provisions is foreseen in addition to the traditional judicial systems (EURAC).</p> <p>% overall population reporting 1) knowledge of anti-discrimination laws, 2) experience of racial, cultural or religious harassment or incidents (HO).</p> <p>Does your city regularly monitor/research the extent and nature of discrimination in the city? (ICC).</p>	<p>A specific reference to the monitoring of 'stop and search' incidents and Internet discrimination should be included (on these aspects, see EURAC).</p> <p>Perceptions on discrimination should be included through qualitative indicators (see HO).</p>
<p>Independent equality bodies</p>	<p>Are there State anti-discrimination bodies? (ICRI). Specialized body has the power to: a) instigate proceedings in its own name; b) lead its own investigation (MIPEX).</p> <p>If the specialized body acts as a quasi-judicial body: a) its decisions are binding; b) an appeal of these decisions is possible (MIPEX).</p>	
<p>Legal remedies</p>	<p>Verifying whether domestic legislation foresees penalties for racial, ethnic or religiously motivated crimes and/or incitement to racial, ethnic or religious hatred (EURAC).</p> <p>Sanctions include:</p> <ul style="list-style-type: none"> - financial compensation to victims for material and/or moral damages and/or restitution of rights lost due to discrimination ; - imposing positive and/or negative measures to stop offending and/or preventing repeat offending; - specific sanctions authorizing publication of the verdict and/or for legal persons (MIPEX). <p>Checking whether the systems of redress provided by law for cases of discrimination are not unattainable for ordinary citizens due to exceedingly high costs, short deadlines or complex procedures (EURAC).</p>	

2. CITIZENSHIP

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Eligibility for naturalization	<p>How long must migrants wait in order to be naturalized? (MIPEX).</p> <p>Are their children and grandchildren who are born in the country entitled to become citizens? (MIPEX).</p>	<p>Many indicators focus on residence requirements for migrants applying for citizenship.</p> <p>Requirements for spouses and partners, as well as for the second and third generation (birth-right citizenship, facilitated naturalization, etc.) should be covered too.</p>
Conditions for acquiring citizenship	<p>Acquisition of citizenship through ius sanguinis, ius soli, ordinary naturalization and special naturalization (CITLAW).</p> <p>Are applicants encouraged to succeed through basic conditions for naturalization? (MIPEX).</p>	<p>While it is common to concentrate on language conditions and integration requirements (e.g. through citizenship tests), practical obstacles like exclusion from naturalization due to a low or irregular income should be given equal attention.</p>
Protection against involuntary loss of citizenship	<p>Withdrawal of citizenship due to a loss of ties, disloyalty, non-compliance and family reasons (CITLAW).</p> <p>Protection against withdrawal of citizenship (MIPEX).</p>	<p>A challenge remains regarding the withdrawal of citizenship (as with its acquisition) to place greater emphasis on the implementation of citizenship policies and thus their actual effectiveness</p>

3. PARTICIPATION IN PUBLIC AFFAIRS

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Adequate participation in decision-making	<p>Does your city monitor the participation of city residents with migrant/minority backgrounds in the decision-making process? (ICC).</p> <p>Does your city take initiatives to encourage people with migrant/minority backgrounds to engage in political life? (ICC).</p>	Highly imprecise indicator; no index takes a closer look on specific policies and measures.
Adequate representation	<p>Verifying whether the legal requirements to form a political party formed on/by minorities are the same as for any other political party (EURAC).</p> <p>Representation of Minority Politicians in Parliament (ACCEPT).</p>	Should be assessed on different State levels.
Gender equality	Has your city introduced mechanisms to make sure that gender equality is respected in organizations that participate in the decision-making process on matters related to the inclusion of city residents with migrant/minority backgrounds? (ICC).	Gender equality is only covered by ICC and is absent in other indexes.
Special arrangements for the representation and participation of minorities	<p>Checking whether special representation of minority groups is guaranteed in the legislative process, at which level, and how it is arranged. (EURAC).</p> <p>Guarantees of representation/consultation in the central government (MCP).</p>	De facto functioning of provisions is not analyzed
Electoral system	Verifying whether language proficiency requirements are imposed by law on candidates for parliamentary and/or local elections (EURAC).	Electoral systems as the core institution of pluralistic-liberal democracies is rarely taken into account by the selected indexes.

Inter-community political platforms	Checking whether national law provides for the consultation of minorities when considering legislative and administrative reforms that may have an impact on them (EURAC).	De facto functioning of provisions is not analyzed.
Advisory or consultative bodies	Does your city have an independent consultative body through which people with migrant/minority backgrounds can voice their concerns and advise the municipal council on diversity and integration matters? (ICC). Religious minority consultative bodies (ICRI).	De facto functioning of provisions is not analyzed.
(Non-)territorial self-governance arrangements or power-sharing arrangements	Existence of federal or quasi-federal territorial autonomy (MCP). Verifying whether legal provisions on forms of self-governance arrangements are foreseen on a non-territorial basis (e.g. local and autonomous administration) or territorial basis (e.g. autonomy on a territorial basis including the existence of consultative, legislative and executive bodies chosen through free and periodic elections), a combination thereof, the provision of financial, technical or other forms of assistance or self-administration of certain subjects (EURAC).	
Self-governance based on democratic principles	Checking whether the use of minority language(s) by elected members of regional/local governmental bodies during the activities related to these bodies is guaranteed by law (EURAC).	Specific issues of public participation, such as gender quality principles or the democratic constitution of self-governing institutions, are rarely taken into account.

4. PARTICIPATION IN SOCIO-ECONOMIC LIFE

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
States combat discrimination	<p>% overall population reporting knowledge of anti-discrimination laws (HO).</p> <p>Verifying whether a specific monitoring-system checking possible discrimination against members of minorities in the labour market is provided for in domestic legislation (EURAC).</p>	Potential reporting biases.
States promote equal opportunities and equal treatment	<p>Can legal migrant workers and their families improve their skills and qualifications like nationals? (MIPEX).</p> <p>Rights of non-citizens to work for government/in the civil service: administration (ICRI).</p> <p>Perceptions of employment opportunities and barriers to securing stable employment (HO).</p>	Focus on migrants; national minority issues are not specifically addressed.
Equal access to education, healthcare, housing and public goods	<p>% reporting sense of equity in access to services and entitlements (HO).</p> <p>Do all children, with or without a legal status, have equal access to all levels of education? (MIPEX).</p> <p>Checking whether social members of minorities have access to all social assistance payments on an equal footing to members of the majority (EURAC).</p>	

Regular consultation	Has your city adopted a process of policy consultation and/or co-design including people of all ethnic or cultural backgrounds? (ICC).	LG aspect of “States involve minority communities that are concentrated in economically depressed areas in regional and local development policies” is not addressed.
Special measures to overcome barriers to employment	Checking whether a specific complaints body which can provide assistance to members of minorities who have been discriminated against in the labour market is foreseen in the domestic legislation in addition to the traditional judicial system and the trade unions (EURAC).	Only EURAC includes one (qualitative) indicator to assess whether there are special measures to overcome barriers to employment for particularly disadvantaged groups. Aspects of “States have elaborated policies for Stateowned enterprises to implement inclusive employment policies” and “States consider the potential benefits of cross-border co-operation” are not included.
Specialized training	Verifying whether domestic law provides for any specific incentives for employers to invest in training and language skills for workers belonging to minorities (EURAC). Does your city promote the intercultural competence of its officials and staff, in administration and public services (ICC).	Kind of training is not specified; difficult to assess empirically.
Private-sector employers contribute to integration	Does your city take action to encourage a diverse workforce, intercultural mixing and competence in private sector enterprises? (ICC).	Does not take into account whether measures are voluntary or legally binding; highly imprecise indicator.

5. PARTICIPATION IN CULTURAL AND RELIGIOUS LIFE

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Policies aim at inclusion	<p>If public subsidies or tax exemptions are foreseen, checking whether they are provided on an equal basis with the cultural associations of members of the majority (EURAC).</p> <p>National policy/legislation to ensure equal access to opportunities and services (HO).</p> <p>Inter-culturalism used as a criterion when allocating funds to associations and initiatives (ICRI).</p>	Rather broad and unspecific concepts, difficult to assess empirically.
Involvement in policymaking	<p>Engagement of communities in local policy and strategy development (HO).</p> <p>Existence of provisions for minority candidates at the party level (ACCEPT).</p>	No indicator directly captures the aspect: “undue limitations to full participation in cultural and religious affairs should be avoided”.
Right to preserve and develop cultural heritage and identity	Accessible funding for cultural activities and events (HO).	
Intercultural dialogue	<p>% local people (incoming and receiving communities) who report mixing with people from different ethnic or other backgrounds in everyday situations (HO).</p> <p>Number of events and activities pertaining specifically to inter-cultural dialogue (EURAC).</p> <p>Availability of an organization dealing specifically with inter-religious relations (ICRI).</p>	

<p>Pluralism, participation, democratization and decentralization/ autonomy</p>	<p>Constitutional, legislative or parliamentary affirmation of multiculturalism at the central and/or regional and municipal levels and the existence of a government ministry, secretariat or advisory board to implement this policy in consultation with ethnic communities (MCP).</p> <p>Initiatives to support activities that build friendships between people from different backgrounds (HO).</p>	<p>Rather broad and unspecific concepts.</p>
<p>Freedom to manifest religion and belief</p>	<p>Verifying whether the use of minority language(s) is allowed in public worship and liturgical ceremonies (EURAC).</p> <p>Opportunities for regular community arts events, cultural festivals etc. and regular celebration of traditions of communities (HO).</p> <p>Public Places of Worship (ACCEPT).</p>	<p>Difficult to differentiate this concept from “Right to preserve and develop cultural heritage and identity”.</p>
<p>Protection of persons who may be subject to threats or discrimination</p>	<p>Effective implementation of laws protecting against hate crime (HO).</p>	<p>Difficult to assess; requires constant monitoring.</p>

6. LANGUAGE

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
<p>Balance between one/several shared language(s) and linguistic diversity</p>	<p>Provision of intercultural ‘mixing’ and interaction in public space (e.g. organizing visits in various languages, possibility to borrow books in various languages) (ICC).</p> <p>Mother tongue teaching in public schools. (ICRI).</p> <p>Civic education about diversity (ACCEPT).</p> <p>Linguistic capacities of city staff and services (IDM).</p>	<p>Language policies should be proactive and support cross-cultural dialogue and interaction.</p> <p>Policies aiming at linguistic diversity and multilingualism.</p>
<p>Support in maintaining and developing minority languages</p>	<p>Funding of bilingual education and of mother-tongue instruction (MCP).</p> <p>Establishment of centres for minority language and educational curriculum development and assessment (EURAC).</p> <p>Raising awareness on migrant/minority languages by financial/logistical support to local minority newspapers, TV, radio programmes in minority and migrant language(s) (ICC).</p>	<p>Use and visibility of minority languages in public spaces.</p>
<p>Awareness of language rights & comprehensible legal frameworks</p>	<p>The use of minority language(s) in contacts with administrative authorities provided in a comprehensive and clear legal framework (EURAC).</p> <p>Awareness of key institutions, rights, supports and pathways to participation (HO).</p>	<p>The possibility and right of multiple language affiliations should be included.</p>

7. EDUCATION

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
<p>Curriculum & pedagogical development for minority languages & cultures</p>	<p>Establishment of centres for minority language and educational curriculum development and assessment (EURAC).</p> <p>Integration of the country's minorities in the history curriculum (ACCEPT).</p> <p>Professional assessment of children's prior knowledge (MIPEX).</p>	<p>Legal right to be taught the minority language.</p> <p>Bilateral/multilateral agreements in the field of education.</p>
<p>De-segregation and educational achievements</p>	<p>Students' self-reported feeling of belonging at school (HO) & Presentation of self and interaction in school (ACCEPT).</p> <p>Measurement of key competences, school leavers, highest general educational qualification achieved by students/trainees with and without migration background (i.e. to what extent the education system offers comparable educational opportunities, IntMK).</p> <p>'Resilient students' - those coming from a disadvantaged socio-economic background but attaining high scores by international standards (Zaragoza+).</p> <p>Integrated schools and classrooms as a matter of minority choice (ACCEPT).</p> <p>Does your city have a policy to increase ethnic/cultural mixing in schools? (ICC).</p>	<p>Multilingualism at school.</p>
<p>Access to and targeting needs in education</p>	<p>Access to early childhood (pre-school) education (HO, Zaragoza+).</p> <p>Is the education system responsive to the needs of various groups, including discretion and resources to address the specific needs of pupils, teachers and parents? (MIPEX, IDM emphasizing also the gender dimension)</p> <p>Types of schools and numbers of hours for learning the minority language (EURAC).</p> <p>% of children dropping out of school (HO).</p>	<p>Right of minorities to establish their own educational institutions.</p>

8. SECURITY AND LAW ENFORCEMENT

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Professionalism and Accountability/ Meeting needs of minorities	<p>Training for front line staff (police, social workers etc.) on specific issues and the needs of local communities (HO).</p> <p>Existence and powers (capacity to take individual legal action, investigative powers, decision-making on complaints) of State-sponsored anti-discrimination agencies (ICRI).</p>	Some broad and unspecific indicators, difficult to measure
Trust and co-operation	Support mechanisms to help individuals report to the police, the municipal council or other appropriate agencies (HO).	Only one indicator is available, and it is not enough to comprehensively capture this sub-dimension.
Representation	<p>Recruitment of persons belonging to national minorities into law-enforcement bodies and judicial structures (EURAC).</p> <p>Access of third country nationals to the civil service: police (ICRI).</p>	
Intercultural competencies/ multilingual proficiency	<p>Number of trainings/seminars and publications dedicated to inform and sensitize legal practitioners, judges and prosecutors, judicial police and civil servants in the judicial administration about minorities and their situation. in the respective country (EURAC).</p> <p>In your city, in which context is intercultural mediation provided: in specialized institutions such as hospitals, police, youth clubs, mediation centres, retirement homes, etc. [...] (ICC).</p>	None of the indexes contains a suitable indicator dealing specifically with the multilingual proficiency of police officers.

Equal treatment legislation	<p>Implementation of the basic provisions of the International Conventional against Ethnic and Racial Discrimination in national criminal law: racial hatred (ICRI).</p> <p>Service available for reporting and tackling discrimination (HO).</p> <p>Checking whether comprehensive anti-discrimination legislation on the grounds of belonging to a minority exists within the domestic legal system or is provided in scattered legislative instruments (EURAC).</p> <p>Checking whether specific crimes and sanctions are foreseen against acts of discrimination (EURAC).</p>	
Training	<p>Training and sensitization of the police to react to ethnically motivated incidents (EURAC).</p> <p>Number of trainings on national legislation targeting minorities organized for legal practitioners, judges and prosecutors, judicial police and civil servants in the judicial. administration (EURAC).</p>	
Hate Crimes	<p>Collection of comprehensive data on the status of investigation and prosecution of ethnically based incidents (EURAC).</p> <p>Effective implementation of laws protecting against hate crime (HO).</p>	
Communication between police and minority communities	<p>Information provided to citizens, in particular persons belonging to national minorities on which remedies exist in case they are confronted with discrimination or inter-ethnic violence or everyday manifestations of intolerance (EURAC).</p>	<p>Only one indicator is available, which is not enough to comprehensively capture this sub-dimension, and it only addresses 'old' national minorities.</p>
Provisions for the armed forces	<p>N/A</p>	<p>None of the indexes contains a suitable indicator for "Provisions for the armed forces".</p>

9. ACCESS TO JUSTICE

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
<p>Laws and policies for an adequate representation of minorities in the judicial system</p>	<p>Legal provisions and collection of data on the representation of persons belonging to national minorities within the judiciary (EURAC).</p> <p>Guarantees of representation of national minorities on constitutional courts (MCP).</p> <p>Existence of quotas or preferential hiring for minority groups for public sector jobs (ICRI).</p>	<p>The indicators of most of the indexes are of partial or indirect applicability. Certain aspects of this sub-dimension of the policy area are not covered properly (e.g. regular review and monitoring of laws and policies which aim to ensure minority representation in the judicial system).</p>
<p>Removal of financial, linguistic or social barriers in accessing justice</p>	<p>% of population: 1) utilizing affordable legal advice; 2) reporting knowledge of rights to interpreting services in public services; 3) reporting trust in the police (HO)..</p> <p>Legal provisions concerning the use of a minority language: 1) in contacts with the judicial authorities; 2) as the language of the process or the language in the process (EURAC)</p> <p>Number of translators and interpreters employed at a court, and provision of translation/interpretation free of charge (EURAC).</p> <p>Does your city: 1) have a dedicated service that advises and supports victims of discrimination? 2) provide financial and/or logistical support to civil society organizations that advise and support victims of discrimination? (ICC).</p>	<p>Some indicators are of partial or indirect applicability.</p>
<p>Access to complaints bodies and to dispute resolution mechanisms</p>	<p>Checking whether a specific mechanism of redress and compensation for cases of discrimination, in addition to the traditional judicial system, is provided for in the domestic legal system (EURAC).</p> <p>Existence of State anti-discrimination bodies and the power of these bodies to initiate judicial proceedings and engage in legal proceedings on behalf of the complainant and to decide on discrimination complaints (ICRI).</p>	<p>Except for ICC, most indicators focus only on complaints bodies and a dispute resolution mechanism at the national level.</p>
<p>Access to effective judicial remedies of victims of gross human rights violations and reconciliation mechanisms</p>	<p>Checking whether national legislation provides for minority interests to be taken into account in the context of property restitution processes (EURAC).</p> <p>Recognition of the customary law of indigenous peoples. Recognition of their land rights/title (MCP).</p>	<p>Only two indexes contain a small number of indicators that are relevant for this sub-dimension.</p>

10. MEDIA

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Inter-community relations	<p>Ability to use social media to strengthen social bonds (HO).</p> <p>Positive local media reporting on social diversity and cohesion (HO).</p> <p>Verifying whether access to trans-frontier media i.e. originating from abroad, is subject to legal restrictions (EURAC).</p> <p>Islamic religious programmes in Public Broadcasting (ICRI).</p>	Hate speech issues are missing.
Direct/Indirect Discrimination	Checking whether Codes of Conduct for media professionals regarding reporting on minority issues, for instance on the use of derogatory or pejorative names and terms and negative stereotypes, is provided for in the domestic legal system (EURAC).	Digital Media is neither mentioned in the selected indexes, nor in the LG: see The Tallinn Guidelines (OSCE HCNM, 2019).
Language diversity and intercultural exchange	<p>Linguistic diversity and media programming (ICI).</p> <p>Programmes in Immigrants language in Public Broadcasting (ICRI).</p> <p>Inclusion of ethnic representation/sensitivity in the mandate of the public media or media licensing (MCP).</p>	Digital Media is neither mentioned in the selected indexes, nor in the LG: see The Tallinn Guidelines (OSCE HCNM, 2019).
Media skills	<p>Ability to use social media to strengthen social bonds (HO).</p> <p>National initiatives to improve media literacy (HO).</p>	Awareness about fake news is missing.
Representation	<p>Determining whether the participation of persons belonging to minorities in supervisory boards of public service broadcasts is prescribed by law (EURAC).</p> <p>Verifying whether the allocation of frequencies and time slots allotted to minority language programming concern public and/or private media, and is extended country-wide or only to minority territories (EURAC).</p> <p>Assessing on which basis – i.e., expressed desire for it by minorities, evidence of need for it, numerical strength that justifies it - frequencies and time slots are allocated to minority language programming (EURAC).</p> <p>Checking whether domestic legislation includes provisions to encourage the media either to employ members belonging to national minorities or to specialize in reporting on minority issues (EURAC).</p>	

11. DIVERSITY OF SYMBOLS

A) LG most relevant sub-dimensions within the policy area	B) Most relevant indicators from available indexes	C) Remaining gaps and challenges
Inclusiveness in the display of flags and symbols on public institutions	<p>Checking whether national legislation allows for the use of cultural and/or religious minority symbols in the public administration (EURAC).</p> <p>Number of public airings of national minority kin-State flags (EURAC).</p> <p>Opportunities for regular community arts events, cultural festivals etc. and the regular celebration of the traditions of communities (HO).</p>	<p>Indicators that specifically capture aspects such as the display of flags, statues/monuments, historical sites, etc. are largely absent.</p> <p>Most indexes focus on migrants and religious symbols and do not address issues pertaining to traditional minorities.</p>
Display of topographical and street signs in minority languages	<p>Number of public signs in national minority languages (EURAC).</p> <p>Checking whether a legal provision on the use of the language(s) of minorities (in accordance with the language system) for personal names and/or topographical indications is foreseen, and, if so, whether it is based on a quota or other numerical limitations (i.e. contingents) (EURAC).</p>	<p>None of the indexes contains a suitable indicator for this sub-dimension with regard to 'new' migrant minorities.</p>
Display of symbols and intercultural links/mutual recognition	<p>Organization of cultural events (e.g. festivals) and activities designed to celebrate diverse communities and reach out to a broad audience (HO).</p>	
Inclusiveness and participation in naming streets	<p>N/A</p>	<p>None of the indexes contains a suitable indicator for this sub-dimension.</p>
Display of religious symbols (religious sites, holidays, dietary and clothing customs)	<p>School religious festivities calendar organization (ACCEPT).</p> <p>Mosques with recognizable architecture (ICRI).</p> <p>Checking whether the use of cultural or religious minority symbols is allowed for teachers and/or pupils, and in which type of schools (EURAC).</p>	<p>Many indexes and indicators focus on Islam and on school settings.</p>
Display of religious symbols and inter-religious dialogue	<p>Mode of celebration of religious festivities and collective worship (ACCEPT).</p>	

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