



# Integration Report

Integration Policy

Sustainable Governance  
Indicators 2017

Indicator

## Integration Policy

Question

### How effectively do policies support the integration of migrants into society?

41 OECD and EU countries are sorted according to their performance on a scale from 10 (best) to 1 (lowest). This scale is tied to four qualitative evaluation levels.

- 10-9 = Cultural, education and social policies effectively support the integration of migrants into society.
- 8-6 = Cultural, education and social policies seek to integrate migrants into society, but have failed to do so effectively.
- 5-3 = Cultural, education and social policies do not focus on integrating migrants into society.
- 2-1 = Cultural, education and social policies segregate migrant communities from the majority society.

### Canada

Score 9

Receiving around 250,000 immigrants per year, Canada has one of the highest annual immigration-to-population ratios in the world. Cultural, education and social policies, including language training and orientation courses, support the integration of immigrants. To promote integration, Canada allows immigrants to become citizens after three years of residency, one of the shortest residency requirements in the world. The high educational attainment of immigrants – the highest in the world, in fact, with around half of immigrants having university educations – also facilitates integration.

Nevertheless, these policies do appear to have weaknesses, as seen by the relatively poor labor market performance of recent immigrants, as well as immigrants' high rate of return to their countries of origin. A CSLS study (Greenspon, 2017) found that in 2015, very recent immigrants to Canada (those with less than five years of residence) had hourly wages that averaged just 74% of wages accruing to those born in Canada, down from 83% in 2006. The figures for university educated very recent immigrants was even worse, 66% in 2015, down from 70% in 2006. The labor market integration of immigrants is impeded by a number of factors, including difficulties faced by immigrants in having their professional credentials recognized by Canadian authorities; the concentration of immigrants in a small number of major cities such as Toronto, Vancouver and Montreal (immigrants to cities where immigrants are few in number experience much better labor market outcomes); the language problems encountered by many immigrants; and according to some, the lower quality of education received by immigrants from developing countries.

The new Liberal government has accepted over 30,000 refugees from Syria as of October 2016. This policy has had wide popularity, a manifestation of the willingness of Canadians to be inclusive. However, the government is struggling to

provide enough support to help these families integrate quickly into Canadian society. The 2016 budget includes funding for resettlement and integration of these additional refugees, but as of June 2016 only CAD 32.6 million of CAD 377 million has been spent.

Citation:

Jacob Greenspon (2017) "Labour Market Performance of Immigrants in Canada, 2006-2016," CSLS Research Report 2017-02, February (Ottawa: Centre for the Study of Living Standards).

Friscolanti, Michael. "Getting Syrians here was easy. Now comes the hard part." MacLeans, August 9, 2016. Retrieved October 9, 2016 from <http://www.macleans.ca/news/canada/warm-hearts-cold-reality/>.

## New Zealand

### Score 9

Today, New Zealand is a prime destination for immigrants. Typically, New Zealand attracts between 40,000 and 50,000 new immigrants each year, and 2015 to 2016 was a record year for net migration with slightly less than 70,000 people moving to New Zealand on balance. The increasing numbers of immigrants who become New Zealand citizens reflects the country's willingness to promote integration. Based on labor market and education system indicators, integration policy has been quite successful. New legislation was enacted in 2015 to ensure that migrant workers had the same employment rights as all other workers in New Zealand. These measures are reflected in the views of most immigrants who, despite socioeconomic difficulties, are satisfied with their situation (87% are satisfied or very satisfied according to a survey in 2012, compared to 75% in 2011 and 70% in 2009). The government expects that the Immigration Global Management System (IGMS) and the Global Service Delivery Model (GSDM) will improve matters yet further. In April 2016, the new Global Impact Visa policy was announced. It is a collaborative public-private sector approach to attract international applicants with sought-after skills. To some degree, the overall good performance has to do with the fact that New Zealand employs a points-based selection system that helps to attract immigrants who are relatively self-sufficient financially and can be easily integrated in the labor market. Indeed, the Immigration Act 2009 clearly states for the first time that skilled immigration is preferred in New Zealand. The appeals procedure has been streamlined, and the decision to grant entry can now be based on "classified information" with regard to security matters or criminal conduct. Nevertheless, visa procedures are still complex, and dealing with immigration bureaucracy can be tricky for applicants.

More problematic are the challenges for lesser-skilled immigrants, who experience difficulties in settling in New Zealand when they are unable to bring over other family members. Sustained economic growth during the global financial crisis, together with the Christchurch rebuild following the 2010 and 2011 earthquakes, and Auckland's recent house-building boom, have provided significant employment opportunities for migrant workers.

Although the government has been reluctant to increase its quota of refugees, public pressure led to a decision in 2015 to double the quota, with the government agreeing to take an additional 600 Syrian refugees on top of an annual intake of 750 refugees. Even Winston Peters, the leader of the New Zealand First party, supported an increase in refugee numbers, despite having built his party in the 1990s on an anti-immigration and anti-refugee platform. In January, March and May 2016, some Syrian refugees were accepted into New Zealand under special provisions.

An interesting recent event has been the launch of the People's Party of New Zealand for the Indian and other Asian communities which is going to campaign in the upcoming elections on "issues such as crime" aimed particularly at immigrant groups, such as shop-keepers. The party has ambitions of winning seats in Parliament.

Citation:

Attitudes toward Immigrants and Immigrant Experiences: <http://www.dol.govt.nz/publications/research/attitudes-toward-immigrants-experiences-regional/report-04.asp> (accessed October 13, 2014).

Immigration Act 2009 (Wellington: Government of New Zealand, 2009).

Trevett, Claire, 2016. Political party for Indian & Asian migrants angers Winston Peters. New Zealand Herald. 30 August 2016 ([http://www.nzherald.co.nz/politics/news/article.cfm?c\\_id=280&objectid=11701992](http://www.nzherald.co.nz/politics/news/article.cfm?c_id=280&objectid=11701992)).

Immigration Amendment Act 2015: <http://www.immigration.govt.nz/migrant/general/generalinformation/news/immigrationamendmentact2015.htm> (accessed October 24, 2015).

Collins, Simon, 2016. Syrian refugees welcomed to NZ. New Zealand Herald. 29 January 2016 ([http://www.nzherald.co.nz/nz/news/article.cfm?c\\_id=1&objectid=11581680](http://www.nzherald.co.nz/nz/news/article.cfm?c_id=1&objectid=11581680)).

## Australia

Score 8

Relative to its population size, Australia has maintained one of the largest immigration programs of any established democracy in the post-World War II era. Over one-fifth of the population is foreign-born. Successful integration of immigrants has therefore been a policy priority for much of Australia's history. In general, Australia has and continues to be highly successful in integrating immigrants. The most important contributor to this success has been a highly selective immigration policy. Most migrants are selected on the basis of their skills and English language ability. Post-migration, explicit integration efforts primarily consist of encouraging immigrants to apply for citizenship, as well as an initial exclusion of migrants from certain welfare programs. Migrants do not receive unemployment benefits in the first two years after their arrival, which helps to explain Australia's top score in the foreign-born unemployment-rate indicator.

Despite Australia's relatively open immigration policy, an ongoing concern have been asylum-seekers who have arrived, usually on boats from Southeast Asia. Mandatory detention was introduced for asylum-seekers in the 1990s, and extended in 2001 such that detainees were excluded from the mainland, where they had certain legal rights of appeal. The Labor government in 2007 initially abolished this so-called Pacific Solution, but in August 2012, offshore processing of asylum-seekers

was reinstated. Following the 2013 election, the coalition introduced Operation Sovereign Borders, under which the Australian navy prevents all vessels containing asylum-seekers from reaching Australia. The Abbott government has promised to ensure that asylum-seekers do not reach Australian territory, and this harsh policy has received broad public support. In a 2014 poll, more than 70% of respondents supported the policy. Following the introduction of this migration policy, the number of refugees reported to have drowned while attempting to reach Australia has dropped dramatically from 356 in 2012 to one in 2014.

Concern has also arisen in recent years about the large number of temporary skilled immigrants, many from island states in the South Pacific. Historically, immigration in Australia has been conceived as permanent resettlement, and the phenomenon of large numbers of temporary immigrants is relatively new. Until recently, more than 100,000 temporary skilled worker visas were issued annually. Though the government has since introduced regulations and fees, which have reduced the number of visas issued to fewer than 100,000 over the last two years. By its nature, the temporary-immigration program is not geared toward long-term integration of immigrants, creating some potential for breakdown in social cohesion.

Citation:

<http://www.smh.com.au/federal-politics/political-news/asylum-seeker-boat-turndowns-supported-by-71-per-cent-in-poll-20140603-39h2a.html>

<https://www.justlanded.com/english/Australia/Australia-Guide/Jobs/Unemployment-Benefit>

<http://www.theaustralian.com.au/national-affairs/immigration/dramatic-decrease-in-asylumseeker-deaths/news-story/0967f643c9a38e09d36d0ad1c28c8a54>

## Luxembourg

Score 8

Since the Second World War, Luxembourg's migrant population has grown continuously. Today, around 85% of migrants are citizens of the European Union and 91% of migrants are of European descent. Most other highly qualified migrants have come from Japan, the United States and Canada. Luxembourg has one of the highest economically performing migrant populations, with a high proportion of economic migrants coming from other among OECD countries and a very small proportion of economically weak third-country nationals. More than 50% of the total resident population in Luxembourg has a migrant background.

All foreigners, EU citizens and third-country citizens can vote and run for office in local elections, provided they fulfill certain residency requirements and are registered on the electoral list. Conditions for the inscription have been eased over the years. However, the fact that the meetings of local councils are held in Luxembourgish (with written reports in German, French or English), constitutes an impediment for resident foreign citizens. Non-nationals' interest in political participation at the local level remains low. During the period under review, voting rights for resident

foreigners in parliamentary elections was a cross-party issue, which ultimately was put to public vote in the June 2015 consultative referendum. However, an absolute majority of 78.02% voted against granting full foreigner voting rights, putting a preliminary end to this ambitious project. The next referendum is not expected before 2017. In light of this experience, the government wants to implement a new Naturalization Act in 2017 to facilitate foreigners' civil participation in public life.

Citation:

Chaloff, Jonathan, and Georges Lemaître. Managing Highly-Skilled Labour Migration: A Comparative Analysis of Migration Policies and Challenges in OECD Countries. OECD Social, Employment and Migration Working Papers, 2009. [www.oecd-ilibrary.org/social-issues-migration-health/managing-highly-skilled-labour-migration\\_225505346577](http://www.oecd-ilibrary.org/social-issues-migration-health/managing-highly-skilled-labour-migration_225505346577). Accessed 21 Feb. 2017.

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“Endergebnis des Referendums: Ein deutliches Nein in allen drei Fragen.” Luxemburger Wort, 7 June 2015, [www.wort.lu/de/politik/endergebnis-des-referendums-steht-fest-ein-deutliches-nein-in-allen-drei-fragen-557481770c88b46a8ce5ad18](http://www.wort.lu/de/politik/endergebnis-des-referendums-steht-fest-ein-deutliches-nein-in-allen-drei-fragen-557481770c88b46a8ce5ad18). Accessed 21 Feb. 2017.

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“Nationalitätsgesetz: Reform soll am 1. April 2017 in Kraft treten.” Luxemburger Wort, 21 Sept. 2016, [www.wort.lu/de/politik/nationalitaetsgesetz-reform-soll-am-1-april-2017-in-kraft-treten-57e257a8ac730ff4e7f66b96](http://www.wort.lu/de/politik/nationalitaetsgesetz-reform-soll-am-1-april-2017-in-kraft-treten-57e257a8ac730ff4e7f66b96). Accessed 21 Feb. 2017.

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Plan d'action national pluri-annuel d'intégration et de lutte contre les discriminations 2010 – 2014. Ministère de la Famille et de l'Intégration, 2010. [www.olai.public.lu/fr/publications/programmes-planactions-campagnes/plan/olai\\_plan\\_daction\\_fr.pdf](http://www.olai.public.lu/fr/publications/programmes-planactions-campagnes/plan/olai_plan_daction_fr.pdf). Accessed 21 Feb. 2017.

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“Règlement grand-ducal du 15 novembre 2011 relatif à l'organisation et au fonctionnement des commissions consultatives communales d'intégration.” Journal officiel du Grand-Duché de Luxembourg, 15 Nov. 2011, [legilux.public.lu/eli/etat/leg/rgd/2011/11/15/n2/jo](http://legilux.public.lu/eli/etat/leg/rgd/2011/11/15/n2/jo). Accessed 21 Feb. 2017.

“Secondary education - classic and technical.” Ministre de l'éducation nationale, [www.men.public.lu/fr/themes-transversaux/scolarisation-eleves-etrangers/schooling-foreign-pupils/secondary-education/index.html](http://www.men.public.lu/fr/themes-transversaux/scolarisation-eleves-etrangers/schooling-foreign-pupils/secondary-education/index.html). Accessed 21 Feb. 2017.

Statistiques concernant la protection internationale au Grand-Duché de Luxembourg. Ministère des Affaires étrangères et européennes, 2016. [www.gouvernement.lu/6372664/Statistiques-protection-internationale-09-2016.pdf](http://www.gouvernement.lu/6372664/Statistiques-protection-internationale-09-2016.pdf). Accessed 21 Feb. 2017.

## Netherlands

### Score 8

In 2011, the Netherlands ranked fifth in the Migrant Integration Policy Index, which compares 37 industrial countries; in 2015, the country ranked 15th (on a self-compiled composite index with eight equally weighted criteria). The country scores relatively high on measures of labor mobility and access to citizenship for migrants; but low on measures of access to family reunions and permanent residence. It attains

average scores for criteria including education, anti-discrimination policy, health and political participation.

In a 2016 public opinion poll, immigration and integration issues, especially the refugee crisis, contributed to about 30% of the “problem awareness” of Dutch respondents, while 65% of respondents stated at least one immigration or integration issue that was of public concern. As 4% of the population is foreign-born, the Netherlands is a sizable immigration-destination country, with a considerable integration task. Integration policy was a political bone of contention until 2008, and has since become a less contested policy field. In view of occasional riots and disturbances at municipal council meetings on the location of refugee settlements, integration issues may flare up again in the near future. Since 2009, all non-EU nationals who immigrate to the Netherlands are required to learn the Dutch language and develop knowledge about Dutch society. The Civic Integration Abroad policy requires obligatory integration tests in the country of origin for family reunion applicants. However, Human Rights Watch stated that this poses some concerns because it clearly applies only to family migrants from certain nationalities, mainly from non-Western countries. The number of applications decreased and further financial restrictions (€350 for each time the test is taken) infringed upon the right to family life. After one family applicant successfully brought a case before the European Court of Justice in March 2010, family-reunion policy became more clear and coherent.

Compared to other countries, immigrants benefit from several measures targeting employment security and labor market integration. Nevertheless, unemployment rates among non-Western migrants are three times as high (16%) as among nationals (5%). This difference is somewhat less pronounced within the 15- to 24-year-old age group (19.9% vs. 8.9%). One in three migrant youths without a formal school qualification is jobless. Obviously, disadvantages increase in pace with economic decline; employers can be more selective under conditions involving a larger supply of job seekers, affording greater space for prejudice and discrimination. Prime Minister Rutte prompted considerable criticism when he publicly stated that the government can do little to fight discrimination, and appealed to younger migrants to simply do better and work harder. Minister for Social Affairs Asscher announced special efforts to tackle unemployment among migrant youths. In November 2015, having adopted the City Deal Approach, several cities have committed to supporting unemployed migrant young people identify appropriate education paths, match their skills with job opportunities, overcome discrimination in finding internships and fight stigmatization. In terms of political participation, the Netherlands performs well with regard to the liberty afforded to immigrants in forming associations and political parties. Nonetheless, applicants for national citizenship can be rejected for not participating in the mandatory Naturalization Day ceremony.

Citation:

T. Huddleston et al., Migrant Policy Integration Index (2011) ([www.mipex.eu](http://www.mipex.eu))

Migrant Integration Policy Index 2015. Integration Policies: who benefits? ([moped.eu](http://moped.eu), consulted 7 November 2016)

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Nederlands Jeugdinstituut, Jeugdwerkloosheid nji.nl, consulted 7 November 2016)

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[http://www.scp.nl/Publicaties/Alle\\_publicaties/Publicaties\\_2012/Jaarrapport\\_integratie\\_2013](http://www.scp.nl/Publicaties/Alle_publicaties/Publicaties_2012/Jaarrapport_integratie_2013)

## Norway

### Score 8

Integration policy is fairly well organized and well funded in Norway, but the effects of immigration represent a new challenge in this country, and policies have to date been less than fully effective. Non-Western immigrants experience higher unemployment rates and lower wages than do native Norwegians. There are complaints of discrimination in both the labor and housing markets. There is some social unrest related to problems faced by second- and third-generation immigrants. In 2011, a terrorist attack damaged a government building in the center of Oslo as well as the youth camp run by the Labour Party on the island of Utoyo. This terrorist attack was carried out by a Norwegian right-wing extremist. And although many voters are expressing concerns regarding immigration, Norway does not have a significant political party on the political far right pursuing an openly xenophobic or anti-immigration policy.

Integration policies include free language training and additional school resources allocated to immigrant children. Some of these resources are devoted to preserving cultural identity. For instance, children are offered additional classes in their mother tongue. The acquisition of Norwegian citizenship is relatively quick. Applicants must have lived in the country for at least seven out of the last 10 years, and either be fluent in Norwegian or have attended courses in Norwegian (or Sami) for 300 hours. Immigrants with permanent residence status are entitled to vote in local elections.

An autonomous Directorate of Integration was created in 2006, distinct from the preexisting Directorate of Immigration and Integration, a change that was generally regarded as a sensible and successful reform. However, the challenges of multiculturalism stemming from immigration remain relatively unfamiliar in this traditionally homogenous society, and policies remain unsettled and in some respects immature. For example, the country continues to deny the right to dual citizenship. The privileged position of the Lutheran church stands in the way of religious equity, particularly in the eyes of alternate religious groups. Islam has become the largest non-Christian religious denomination, with the country home to about 112,000 Muslims out of a total national population of 5 million.

The country's "old minorities," mainly the aboriginal Sami population, have in the



course of two or three decades gone from facing severe discrimination to a state of equity and integration. This status has been institutionalized in their formal recognition as an aboriginal people, with group rights written into the constitution and the creation of a Sami parliament, elected by the Sami population, which possesses some legislative authority.

## Portugal

### Score 8

In the three previous SGI reporting periods, we noted that the economic crisis has been accompanied by a decrease in immigration. This pattern continued in 2015, with the immigrant population falling by 1.6% to 388,731 people.

Portugal has tried to receive refugees currently entering the European Union. Figures from the European Commission indicate that Portugal received the second largest number of asylum-seekers from refugee camps in Italy and Greece, although the total number remains low (379) and far from the 3,000 or more Portugal expects to receive. Indeed, the Prime Minister António Costa wrote to his EU counterparts in early 2016 indicating his government's willingness to accept an even larger number of refugees than previously agreed.

Overall, all evidence suggests that Portugal's integration policies have remained successful in the current period. The 2015 Migrant Integration Policy Index (MIPEX) ranked Portugal second in the European Union in terms of the most favorable migrant-integration policies. This points to the preponderance of economic conditions over specific policy in Portugal in terms of the country's role as an attractive destination – that is, the fall in immigration in Portugal in recent years has less to do with policy than with the country's lackluster economic performance. Likewise, existing evidence of Portugal's willingness to receive refugees is not matched by the desire of refugees to move to Portugal.

#### Citation:

Migrant Integration Policy Index, "Key Findings - Portugal 2015," available online at: <http://www.mipex.eu/portugal>

"Imigrantes em Portugal diminuíram 1,6% em 2015". *Jornal de Negócios*, 23 June 2016. Available online at: [http://www.jornaldenegocios.pt/economia/mundo/detalhe/imigrantes\\_em\\_portugal\\_diminuiram\\_16\\_em\\_2015](http://www.jornaldenegocios.pt/economia/mundo/detalhe/imigrantes_em_portugal_diminuiram_16_em_2015)

"Portugal disponível para receber no total 10 mil refugiados", *Diário de Notícias*, 19 February 2016, Available online at: <http://www.dn.pt/portugal/interior/portugal-disponivel-para-receber-no-total-10-mil-refugiados-5038142.html>

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## Estonia

### Score 7

Since the Soviet period, Estonia has had a large non-native population. Russians and other Slavic ethnic groups compose almost a third of the population, 16% of whom are foreign born. The national immigration policy has been regularly updated and

monitored, with the government allocating substantial national and EU funds to various integration programs. All government activities are framed by the national development plan, the Lõimuv Eesti 2020.

There are a number of public educational institutions (through upper-secondary level) in which Russian is the language of tuition. The Estonian public broadcaster has a Russian-language radio channel (Radio 4) and a TV channel (“ETV+”). The Citizenship Act was amended in January 2015; under its changes, newborn children of non-citizens can be granted Estonian citizenship, children under 15 years of age can hold multiple citizenships, and citizenship applicants over 65 years of age can take a simplified language test. These measures aim to decrease the number of non-citizen residents, who currently account for 12.4% of the total population.

Permanent residents without Estonian citizenship can vote in municipal elections, but are not allowed to stand as a candidate or vote in general or EU parliamentary elections. Several public and private actions have sought to facilitate civil-society activism among immigrants, and some progress is visible in this area. However, the native Estonian and immigrant populations still primarily live side by side than together.

In addition to well-established policies on integrating immigrants from the Soviet period, programs to integrate refugees and new immigrants have been put in place. To help newly arrived immigrants settle in and acquire knowledge, skills and primary proficiency in the Estonian language, Estonia offers all newly arrived immigrants the opportunity to participate in an introductory welcoming program. Additionally, the Ministry of the Interior supports and empowers public, private and third-sector organizations working on a day-to-day basis with newly arrived immigrants by building support networks and developing public services.

Citation:

Integration Monitoring 2015. Final Report. <http://www.kul.ee/en/results-integration-monitoring-estonian-society> (accessed 30.10.2015)

## Finland

Score 7

In a recent policy study on immigrant integration that compared EU countries, the United States, Canada and Switzerland, Finland was ranked fourth in terms of how well its legislation and policies help newcomers adopt to their new circumstances. However, the study did not fully measure the practical success of integration efforts in the various countries, and may therefore give a somewhat exaggerated view of the Finnish situation. Second-generation immigrants have had difficulties entering education or finding work, and the employment situation – when measured by indicators for employment rates among foreign-born workers, comparative employment rates between foreign-born and native-born workers, and generational concerns for foreign-born workers – is certainly troubling. There are also great

differences in labor-market attachment relative to migrants' countries of origin, with Estonians and Russians, for example, finding their way into employment much more easily than migrants from sub-Saharan Africa.

Boosting rates of labor-market participation is one of the key targets of the government's Future of Migration 2020 Strategy and 2016 Action Plan. While the Finnish immigrant population has increased substantially, there are still only about 300,000 foreign-born residents or naturalized Finnish citizens out of a population of 5.4 million (5.5%). While Finland, in terms of a per capita ratio has received the fourth-largest share of asylum-seekers in the EU, Finland is not considered to be among the top destinations for immigrants. This is for various reasons. Applying for a Finnish residence permit is still a complicated process, as is applying for Finnish citizenship. Finnish is a difficult language, and proficient language skills are required. For example, the police-recruitment process requires a very high level of language proficiency. While sympathetic to work-related immigration, authorities' general attitude toward immigration is rather restrictive. Moreover, the Finns Party has used its cabinet platform to fan anti-immigrant resentments. Some demonstrations by radical anti-immigrant protesters against refugee accommodations have taken a violent turn. However, according to polls, the share of favorable attitudes toward immigration among the public is somewhat increasing, certainly in part due to the catastrophic refugee situation in Europe.

Citation:

Arno Tanner, "Finland's Balancing Act", <http://www.migrationpolicy.org/article/finlands-balancing-act-labor-market-humanitarian-relief-and-immigrant-integration>;

"Finland must develop its immigration and integration policies", <http://www.helsinkitimes.fi/>

Eve Kyntäjä, "Integration Policy in Finland", [h24-files.s3.amazonaws.com/62061/837056/-audb.pdf](https://h24-files.s3.amazonaws.com/62061/837056/-audb.pdf)

Henna Busk, Signe Jauhiainen, Antti Kekäläinen, Satu Nivalainen and Tuuli Tähtinen 2016. Maahanmuuttajat työmarkkinoilla: tutkimus eri vuosina Suomeen muuttaneiden työurista [Immigrants on the labour market – A study of the working lives of immigrants arriving in Finland in different years]. Finnish Centre for Pensions, Studies 06/2016. Helsinki: Finnish Centre for Pensions.

## Germany

Score 7

According to a 2015 micro-census, more than 21% of the people living in Germany had a migrant background. Between 2014 and 2015, the share of the population with a migrant background increased by about 5.5% to a total of 17.1 million. This increase is consistent with the trend of the last decade (Statistisches Bundesamt 2016). The Federal Statistical Office calculated that 2.137 million people immigrated to Germany in 2015. This is an increase of 46% compared to 2014.

While Germany already had an extremely liberal regime for migrants from EU member states, a liberalization of labor migration from non-EU countries has taken place. According to the OECD (2013), these reforms "have put Germany among the OECD countries with the fewest restrictions on labor migration for highly skilled occupations." Nevertheless, there is an ongoing public debate about the need to

modernize immigration legislation further. In 2014, the government introduced the right to dual citizenship. This reform abolished the requirement for most children born in Germany to non-German parents to decide between the citizenship of their birth and the citizenship of their parents.

When in 2015 the number of refugees claiming asylum in Germany far exceeded prior levels, the topic of immigration and integration became a priority among the public. The reaction of civil society to the high number of asylum seekers (890,000 in 2015, Bundesministerium des Innern 2016) has been mixed. Although a majority of the population initially appeared to welcome the government's open approach, skepticism increased as the numbers of refugees claiming asylum remained high and safety and crime concerns grew (in particular following the 2015 New Year's Eve incidents in Cologne, where numerous migrants were arrested for sexual assault and robbery). Furthermore, xenophobic parties (e.g., AfD) quickly began to organize an opposition to the arrival of refugees. This opposition has been successful in most of the state (Länder) elections. The AfD gained seats in several state parliaments, though none of the traditional democratic parties are willing to cooperate with it.

Initially, the government lacked a comprehensive crisis management strategy. However, after disputes between the coalition parties, the federal government took a first step toward solving the problem in October 2015. The reform package includes substantial financial support for states and municipalities, the provision of early integration and language courses, and special support for child refugees travelling without their parents (Presse- und Informationsamt der Bundesregierung, October 2015). In addition, the registration of refugees was extended and improved; among other things, fingerprints are now taken.

These policies were followed by attempts to restrict and regulate the influx of refugees. The most important measures were the so-called asylum packages I and II. The first package included an expansion of countries of origin considered safe (Albania, Montenegro and Kosovo), accelerated the recognition procedures and strengthened financial support for the municipalities. Moreover, benefits were changed from cash to in-kind. The second package, introduced in February 2016, restricted the right to family reunion for people granted subsidiary protection and once again expanded the countries of origin considered safe (Algeria, Morocco and Tunisia), to mention only the most important regulations.

The short-term management of the refugee crisis has been largely successful with respect to the logistics of refugee reception. Given the very large numbers of people coming into the country in 2015, government authorities (at the municipal, state and federal level) have shown a remarkable effectiveness, in stark contrast to the miserable refugee reception in other EU countries in the south and east. This reception capacity benefited greatly from civil society's support.

The long-term challenge of integration remains a crucial concern, including the successful integration of the refugees into both the education system and labor

market. Much will ultimately depend on whether broader cultural integration will succeed. So far, German civil society remains in favor of integrating refugees. However, there is a danger of strengthening xenophobia if problems of cultural alienation and safety concerns grow. This challenge will be much harder to manage and there remain substantial deficiencies. Success will require effective integration policies and broad political consensus. To date, the government has not provided any clear strategy to promote long-term integration and build political consensus.

A further stress factor for integration results from recent political developments in Turkey, where the policies of the Erdogan government also polarize Turkish communities in Germany. This has resulted in divergent perceptions on the importance of free media, the rule of law and separation of powers (values enshrined in the German constitution), raising concerns about an absence of common values.

In 2016, the German Islam Conference, which assisted in the development of an intercultural dialogue between government officials and Muslim civil society organizations, celebrated its 10-year anniversary. The respective festivities emphasized the existence of the Conference, but little progress has been realized. The main exceptions are efforts to introduce Islamic religious instruction at state schools and the establishment of chairs for Islamic theology at German universities.

Overall, the way Germany logistically dealt with the inflow of almost a million refugees in a very brief period of time is impressive. The main challenge for the future will be to integrate these people into German society. The government and political parties are still struggling to come up with a convincing strategy for this immense task.

Citation:

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## Ireland

### Score 7

The large inflow of immigrants during the boom years led to a rapid increase in the foreign-born population resident in Ireland. More than 70% of immigrants to Ireland have the right to reside, work and own property in the country by virtue of their EU citizenship. Despite the resumption of a high rate of emigration among Irish nationals after 2008, inward migration from abroad has continued at a significant rate.

The unemployment rate among non-nationals (especially those from the new EU accession states) is higher than among the native-born population. Many employed immigrants are not in occupations commensurate with their skills and education.

The inflow of families from non-English-speaking countries in the last 10 years has placed a strain on the education system. Additional resources have been provided to help cope with this challenge, but these are not regarded as adequate. There are signs of increasing gaps between schools in relatively deprived areas of the main cities, which often have high concentrations of children holding non-Irish citizenship, and schools in the more affluent areas with lower concentrations.

Forced integration is not an issue, although some ethnic and religious minorities face difficulties in a country that is still overwhelmingly Irish, while their children face problems in a school system that is still largely under Roman Catholic management.

The treatment of asylum-seekers by the Irish authorities came under critical scrutiny in the course of 2014, with adverse attention drawn to the system of “direct provision,” which is intended to provide for the welfare of asylum-seekers and their families as they await decisions on their asylum application. It provides essential services, medical care, accommodation and board, with three meals per day provided at set times. Attention has recently been focused on the poor standards of accommodation and living conditions in the facilities serving this population, as well as the enforced isolation of families waiting for as long as seven years to learn of a decision on their asylum applications.

During 2015, Ireland was not affected by the growing immigration/refugee crisis in much of Europe. Ireland agreed to accept some immigrants/asylum-seekers from Syria and other war-torn countries before the end of 2015. There is no explicitly anti-immigrant political party in Ireland and immigration was not a prominent issue in the 2016 general election.

## Lithuania

### Score 7

Lithuania remains a largely homogeneous society. The country’s 30,000 foreign residents (as of the beginning of 2011) represent just 1% of the country’s population. Immigration of foreign nationals to Lithuania is comparatively rare, totaling an average of about 2000 people per year. As part of the EU program to distribute asylum-seekers among member states, Lithuania has committed to taking in 1,105 people over the course of two years. However, by 18 October 2016, only 172 refugees have been relocated.

Most foreigners used to come to Lithuania from Belarus, the Russian Federation and Ukraine, all former republics of the Soviet Union. For this reason, their integration

into Lithuanian society has not been very difficult. However, the fact that the majority of new asylum-seekers are likely to come from Syria, Iraq and Eritrea will present the Lithuanian authorities with more complex integration challenges (unless they decide to leave Lithuania). Furthermore, a number of developments call for the implementation of new integration measures, including the country's rising flows of legal and illegal immigration; the economic recovery, which helped contribute to the recent increase in the number of work permits granted to third-country nationals; and the language and cultural problems faced by foreign residents in Lithuania.

Migrants from other EU member states tend to integrate into Lithuanian society more successfully than do third-country nationals. Various cultural, educational and social programs, including the provision of information, advisory, training services, and Lithuanian language courses are aimed at integrating migrants into Lithuanian society. However, labor-market services are not sufficiently developed in this regard, and foreign residents' access to relevant education and training programs remains limited in practice. Moreover, new integration facilities and services are necessary in order to support the expected new surge of refugees. The government has proposed shortening an initial integration period and establishing local divisions of the Foreigners Registration Center, among other measures.

## Spain

### Score 7

Spain ranks 11th out of 38 advanced Western democracies in the latest available edition of the Migrant Integration Policy Index, and is a particularly progressive country regarding the issues of family reunions and permanent residence. Even though the government has taken little action in this area, the Spanish population's degree of tolerance toward immigrants is striking. In contrast to most comparable EU countries, no relevant xenophobic populist parties exist and violent attacks on immigrant groups are very rare. These achievements are even more striking given the very high unemployment rates and the fact that some five million immigrants have arrived in Spain in only the last decade (constituting up to 12% of the population). Apart from some western Europeans looking for a second home, most immigrants during the 2000 – 2010 period came from poorer countries, many of them Romanians, Latin Americans and Africans in search of jobs and better living conditions. The underlying cultural tolerance is bolstered by the fact that most immigrants are first-generation, and in the case of Latin Americans, share a common language and cultural links with the native population (Ecuadorians, Colombians and Bolivians represent 25% of the total foreign-born population). Furthermore, many immigrants enjoy dual nationality due to the country's links with its old colonies. With regard to the Muslim population, Moroccans comprise 20% of Spain's immigrants, with most of them being moderate and well-integrated into Spanish society. However, some radical groups involved have also been identified.

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<http://www.pewresearch.org/fact-tank/2015/09/24/what-americans-europeans-think-of-immigrants/>

Migrant Integration Policy Index (2015)  
<http://www.mipex.eu/>

## Switzerland

### Score 7

For many years, Swiss integration policy was predicated on the perception that foreigners were “guest workers,” whose limited stay meant that broad efforts to encourage integration were unnecessary. As many foreign workers gained access to unlimited work permits between the mid-1970s and the mid-1990s, the policy approach grew inappropriate over time. Accordingly, a number of efforts to improve integration have been made, starting as early as kindergarten. Nonetheless, integration policy cannot broadly be called a success in Switzerland, particularly given the very high share of migrants in the population (accounting for about one-quarter of the country’s residents). Yet if the lack of a coherent federal integration policy is undisputable, this does not mean that integration policy is failing as a whole. Many local authorities are doing a good and sometimes innovative job of integration, especially for second-generation migrants.

According to OECD statistics, second-generation migrants in Switzerland perform better in school and are better integrated into the labor market than in other European countries. This is not to say that immigrants have equal opportunities in all respects. If immigrant unemployment rates and dependence on social aid are above the national average, this is due to the fact that the share of low-skilled workers with a correspondingly higher risk of unemployment is also above average among immigrants. But the lack of a coherent integration policy may add to the problems, and social discrimination is not limited to the labor market. Within the housing market, for instance, some groups of immigrants may find it comparatively difficult to rent apartments.

With regard to naturalization, 40,000 foreigners were granted Swiss citizenship in 2015. Calculating the number of naturalizations as a share of all migrants actually living in the country, the Swiss rate of naturalization is very low in comparison with other Western democracies. In 2015, about 2% of resident foreigners acquired Swiss citizenship. Only some of the new democracies in Central and Eastern Europe and a few Western democracies (e.g., Austria and Germany) have similar or lower naturalization rates. The naturalization procedure is burdensome. As naturalization in Switzerland is a bottom-up process that starts at the level of the commune, considerable regional differences are evident, with some communes and cantons pursuing a liberal naturalization policy, and others acting more restrictively. These regional differences show up also in the issue of political rights. A few cantons and communes grant political-participation rights to foreigners, even though the federal government does not. Thus, with regard to integration, naturalization and legislation on political rights, we find a bottom-up approach rather than federal standards.



In Switzerland, as in all modern societies, some segments of society suffer from globalization and, in particular, from the free movement of labor. These “globalization losers” have particularly likely to hold xenophobic attitudes – to insist on “my country first”-positions – and, consequently, to vote for right-populist parties. The Swiss Peoples Party is the political party with the strongest electoral support. It has been particularly successful in mobilizing these segments of society. Therefore, on the one hand there, is limited prospect for a more generous and liberal integration policy in the near term given the strength of integration-averse political actors and citizens. On the other hand, as a comparative analysis of European Social Survey data shows, Switzerland belongs to the least xenophobic societies in Western Europe, together with the Nordic countries; for example, the country is much less xenophobic than Austria, the United Kingdom and France.

## Turkey

### Score 7

Turkey’s new Law on Foreigners and International Protection took effect in April 2014. On the same date, the General Directorate for Migration Management officially took on responsibility for implementing the law with a view to bringing Turkey in line with EU and international standards.

Turkey is increasingly becoming a country of destination for regular migration. At the same time, it also remains a notable transit and destination country for irregular migration. The civil war in Syria, which started in 2011, has placed a heavy burden on the Turkish economy. It is estimated that there are now 3.1 million refugees from Syria and elsewhere in Turkey. Key development needs for the refugees relate to education, housing and employment, with increasing risks of rising poverty given the scale of the crisis. As a result of the crisis, Turkey is witnessing an unprecedented increase in asylum applications. Until recently, Turkey has been following an open-door policy for refugees. There are about 100,000 Iraqi refugees and more than 50,000 Afghan refugees in Turkey. Turkey hosts a large number of these refugees in refugee camps equipped with schooling, health care and social services, while nearly 60% of refugees are living in cities. It is estimated that Turkey has spent over 12 billion euros since the beginning of Syrian crisis for health, education, food security and social and other services. Yet, apart from the necessary emergency support, the authorities are reluctant to officially accept a long-term presence of refugees in the country and therefore do not actively pursue sustainable integration policies.

Most refugees, in particular women and children, are susceptible to exploitation. Poverty, insufficient health and educational facilities are major issues. Whether refugees should stay or move beyond Turkey’s borders is a subject of considerable debate among the Turkish public. Initially perceived in terms of humanitarian issues, many people are increasingly concerned about the long-term negative social and economic effects of refugees remaining in Turkey. In an effort to manage the influx

of refugees more sensibly, the EU reached a deal with Ankara in March 2016, offering Turkey potentially up to three billion euros in aid, eased travel regulations and revitalized accession talks in return for its help with stemming the flow of refugees to Europe. But, until November 2016, the deal has not been fully implemented: Turkey is working to prevent migrants crossing into the Schengen zone of Greece or Bulgaria, and the EU offered shares of the promised three billion euros in project-related aid. Yet, EU member states have not accepted promised numbers of Syrian refugees living in Turkish camps, nor has Turkey fulfilled all criteria for visa liberalization according to EU law.

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## Austria

### Score 6

When in the fall of 2015 a comparatively high number of refugees and/or migrants came to Austria, for a brief period society's response seemed to go into the direction of a "welcoming culture". Recent reforms pointed in the same direction. But this more liberal approach ended in 2016 when the dominant Austrian attitude became increasingly closed. Despite some remarkable efforts, the Austrian approach to integration continues to be deficient in two key ways: First, there is still too little formal recognition that Austria is a country that has been and will continue to be defined by immigration. Though not a feature of official government policy, the slogan "Austria is not a country of immigration" continues to be invoked by parties such as the far-right Freedom Party (FPÖ).

Second, and compared to other EU member states, acquiring citizenship in Austria is still difficult for non-nationals (despite some prominent figures such as opera performers, athletes, and billionaires).

These shortcomings are reflected in education outcomes. Education in urban areas has to deal with the challenge posed by the children of first-generation migrants, in

school systems with constrained resources. This means that children from migrant families have a more difficult task in qualifying for higher education, and are often stuck in the lowest type of school, called a special school (Sonderschule), undermining their chances for future labor market success. Special support policies for such children have been recently put in place, but it remains to be seen how successful these policies will turn out to be in the short and medium term.

With respect to the labor market more broadly, the Austrian government is only halfheartedly welcoming employees newly arriving from foreign countries. Its policies (including the “red-white-red card”) are neither well received by economic actors nor are they succeeding in attracting highly skilled professionals. The indirect, undeclared alliance between organized labor (which defends the short-term interests of union-protected laborers, and is usually linked politically to the left) and the far right (which exploits xenophobic resentments, especially in the case of the Freedom Party) creates a political climate that sometimes breaks into open hostility, particularly against migrants coming from Muslim countries. This alliance between right-wing populism and organized labor is still an obstacle to the development of a more distinct integration policy.

While many refugees and migrants who came to Austria in quite significant numbers in 2015/2016 traveled on to countries such as Germany and Sweden, many others remained in Austria to seek asylum.

The government has responded to the increase of refugees and migrants by introducing more stringent asylum rules. Asylum is to be granted on a temporary basis only and is to be reviewed after certain periods of time. These legislative measures may function as a disincentive to integrating migrants into Austrian society. However, migration in such amounts has also clearly overburdened the Austrian system and society and made action imperative. A solution to the evident intra-European migration imbalances will be possible only on an European level.

Citation:

New legal provisions: [https://www.parlament.gv.at/PAKT/VHG/XXV/ME/ME\\_00166/index.shtml](https://www.parlament.gv.at/PAKT/VHG/XXV/ME/ME_00166/index.shtml)

## Belgium

Score 6

Belgium has a contradictory attitude toward immigration. On the one hand, it has traditionally been quite welcoming to political refugees. Its reaction to the Syrian refugee inflow was no exception: despite being comparatively immigration-sceptic, the current government responded with the rapid creation of emergency accommodation centers, followed by the re-dispatching of families to different cities and villages to promote integration and avoid the creation of ghettos. The terrorist attack on Brussels produced some racist reactions, but to a comparatively limited degree (when juxtaposed with the pushback observed in some other European countries or in the United States).

Yet, the follow-up has been dismal. The country currently lacks the capacity to integrate first and second generation immigrants with appropriate education and successful entry into the labor force. The Itinera Institute details the lack of data collection, which would be the necessary first step for identifying immigrants' skills for job placement. Immigrants must follow a lengthy and cumbersome administrative process. The administration is insufficiently staffed to process applications. As a consequence, immigrants cannot apply legally for jobs for months, if not years.

Similar outcomes apply to second-generation immigrants: even when they are legally Belgian, they are confronted with a schooling system that is insufficiently adapted to people whose parents' mother tongue is not Dutch or French. Even those who manage to get appropriate education face difficulties on the labor market (this is, unfortunately, not unique to Belgium).

A long time ago, Belgium began taking steps to combat these challenges. The Center for Equal Opportunities and Opposition to Racism was created specifically to address discrimination issues. Civil society and the press are very wary of acts of outright discrimination and racism. Nonetheless, public funding and proactive policies are still insufficient to deliver the substantial results that are needed to turn the immigration that has occurred over the past 30 years into a success.

Citation:

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## Denmark

Score 6

On 1 January 2016 there were about 700,000 immigrants and descendants of immigrants living in Denmark, or 12% of the population (7% immigrants, 5% descendants). Roughly two-thirds of immigrants are from non-western. After the tightening of immigration policies introduced by the liberal-conservative government in 2002, immigration from non-Western countries fell, but net immigration from Western countries rose. More recently there have been increases from both groups.

The employment rate of immigrants and their descendants (ages 16 to 64) is low compared to other groups, though it had been increasing from the mid-1980s until the onset of the financial crisis. There is a substantial employment gap, taking into account the age distribution, immigrants from non-western countries have an employment rate (2014) which is 25% lower than that of ethnic Danes (for descendants the gap is 20%). The gap is higher for women (27%) than for men (22%). For immigrants from western countries the gap is about 12% (for descendants

about 8%). The gaps in employment rates should be viewed in light of high employment rates in Denmark for both men and women, high qualification requirements to find a job and high minimum wages.

Concerning educational achievements, immigrants and their descendants – especially girls – are making progress. In 2013, for the age group 30 to 39 about 47% of men and 64% of women had completed a labor market qualifying education. The corresponding numbers for ethnic Danes are 72% and 80%. For those 22 years old 49% of male and 61% of female non-western descendants are in education, which is only two and three percentage points below the corresponding rates for ethnic Danes.

The 24-year-old rule for family reunification introduced in 2004 has allowed fewer immigrants and their descendants to bring spouses to Denmark from abroad. The percentage fell from 61% in 2001 to 31% in 2008. Instead, immigrants increasingly marry other immigrants already living in Denmark as well as native Danes.

Since these reforms have gone into effect there have been improvements. Indeed, an increasing number of immigrants say they feel more integrated and have more Danish friends, and fewer say they experience discrimination. In addition, many more immigrants speak Danish than ever before.

Denmark has recently received many refugees and asylum-seekers from Syria, Iran, Afghanistan, Iraq and other countries, which has affected political and public debates regarding immigrants. Immigration was an important issue in the electoral debate in June 2015, with most parties wanting to limit immigration. However, the great influx of asylum-seekers that followed over that summer forced the government to adopt stricter policies. Although Denmark does not take part in the EU's asylum policy it offered to take some asylum-seekers beyond those that arrived in Denmark as a contribution to a European solution. The tone in the debate is very much set by the Danish People's Party, which became the second biggest party in the June elections. The government now wants to tighten entry options, increase integration efforts and tighten access to the social safety net.

In 2015, there were about 20,000 asylum-seekers in Denmark. 40% of these were from Syria.

Citation:

Social- og integrationsministeriet, Fakta om integration. Status og udvikling. November 2011. [http://www.sm.dk/data/Lists/Publikationer/Attachments/532/Tal\\_og\\_fakta\\_web.pdf](http://www.sm.dk/data/Lists/Publikationer/Attachments/532/Tal_og_fakta_web.pdf) (accessed 19 April 2013).

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## France

### Score 6

Traditionally, France has an open policy toward immigrants who seek to become French citizens. Every person born in France is considered French, or eligible to obtain French citizenship. Integration policies, in terms of long-term residence permits, access to citizenship and family reunification are open and generous. Presently, the largest share of new legal immigrants is related to the reunification of families. It explains partially the difficulty of integrating new immigrants who often have no skills, no education and do not speak French. Processes of integration have to start from scratch. The characteristics of immigrants moving to France are another problem: most are unskilled and as such, subject to vagaries of the economic crisis, for instance in the construction sector.

The integration of the so-called second (in fact, often the third) generation of immigrants, especially coming from Maghreb countries, is difficult for many reasons: education system failures; community concentration in urban/suburban ghettos; high unemployment; cultural identity issues, practices of job discrimination, and so on. Add to this the challenges of illegal immigrants, many of whom moved to France more than 10 or 15 years ago yet have no regular job and thus do not contribute to the pension system. Although they have access to health care and their children can attend schools, the situation is often dramatic and inextricable as for many, it is impossible to fulfill the requirements for a residence permit. Immigrants must demonstrate that they have the required documents, such as tax records, employment contracts and housing contracts, while at the same time they are essentially forced into the labor and housing black market. Potential employers and landlords will not document that they employ or house illegal aliens, as this is a crime. Under such conditions, integration is difficult, if not impossible. Immigration from Eastern Europe, the southern Balkans and, more recently, from the Middle East has become a very sensitive subject exploited by the National Front. The reluctance of the French socialist government to put in place a serious migration policy has been challenged by German Chancellor Merkel's sudden decision in August 2015 to open the doors to migrants from Syria, forcing the French government to revise its veiled but deliberate policy of restricting entry (low level of asylum admissions, cumbersome and discouraging bureaucratic processes). The number of refugees that have come to France since the summer of 2015 is substantially smaller than in neighboring Germany. The national office on refugees (Office français de protection des réfugiés et apatrides, Ofpra) reported that close to 80,000 refugees came to France in 2015, an increase of 27% from 2014.

Integration remains at the heart of French political discourse, but actual policies set up to achieve this aim are notoriously insufficient.

Citation:

[http://www.lemonde.fr/immigration-et-diversite/article/2016/01/12/la-france-a-accepte-27-de-refugies-de-plus-en-2015\\_4845698\\_1654200.html](http://www.lemonde.fr/immigration-et-diversite/article/2016/01/12/la-france-a-accepte-27-de-refugies-de-plus-en-2015_4845698_1654200.html)

## Iceland

### Score 6

Civil rights legislation for immigrants is largely influenced by the Danish and Norwegian models, which also reflects Iceland's obligations under the European Economic Area (EEA) agreement. Separate legislation for immigrants from EEA/EU countries and non-EEA/EU countries makes it difficult for citizens outside the EEA to move into the country. Legislation for non-EEA/EU countries focuses on the need for foreign labor and restricts non-EEA/EU migrants to temporary work permits. Authorities provide instruction in the Icelandic language for foreign nationals. Nationals from other Nordic countries with three years' consecutive residency in Iceland are eligible to vote in local elections, while for other foreign nationals eligibility follows five years of consecutive residency. The right to vote in parliamentary elections presupposes Icelandic citizenship.

The center Alþjóðasetur in Reykjavík provides interpretation and translation services to immigrants. The Directorate of Immigration (Útlendingastofnun) – a division within the Ministry of Interior whose mandate includes processing residence permits, visas and citizenship applications – has repeatedly been criticized for expelling foreign nationals on weak grounds. The Directorate of Labor (Vinnumálastofnun) has in recent years improved its outreach to foreigners by, for example, providing important information in English on its website. The Directorate of Labor is also responsible for running the European Employment Services office in Iceland.

In the municipality of Reykjavík, the Progressive Party has retained an anti-immigrant policy since the spring 2014. The national Progressive Party has neither supported nor condemned the local party's policy position. This is a new development and tone in Icelandic politics, which reflects trends in several neighboring countries. However, the state government led by the Progressive Party has acted differently and agreed in September 2015 to considerably increase the number of refugees that Iceland will accept, and in connection with that, to increase the financial contribution to assistance to refugees and asylum seeking people. In 2015, Iceland received over 100 refugees. Further refugees are expected in 2016 and the government has contributed further grants to the issue.

In 2016, as before, the Directorate of Immigration repeatedly came under heavy media criticism for its insensitive handling of immigrants and refugees, especially for refusing to grant extensions to individuals who would face grave difficulties if sent back to their home countries.

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## Italy

### Score 6

Large-scale immigration is a relatively new phenomenon in Italy compared to other countries in Europe. In recent years, the number of legal (mainly from new EU member countries) and illegal immigrants has increased significantly, making immigration one of the hottest political issues. Issues associated with immigration have been cast in negative or even xenophobic rhetoric by some parties (especially the Northern League or Lega Nord) during electoral campaigns, with immigrants portrayed as dangerous social elements.

Policies dealing with the topic have concentrated more on controlling illegal immigration and temporarily hosting refugees than on integration. However, given the failure of measures designed to prevent illegal immigration, successive governments have adopted provisions for the large-scale regularization of immigrants, especially those working for and within families. In spite of these measures, a large number of immigrants are still involved in the black economy and are thus subject to economic exploitation, dangerous working conditions and a lack of respect for their rights. Some sectors of Italy's agriculture, for example, rely heavily on a workforce of low-paid illegal immigrants. In general, it is clear that in some sectors entrepreneurs and families are only able to operate due to the high number of migrants available to work. Agriculture, the building industry, private elderly care services, many child care services and private cleaning services are dependent on legally or illegally employed immigrants. Access to citizenship for immigrants remains problematic. New legislation introduced by the Renzi government to improve access to citizenship for children who were born or attended school in Italy remains blocked in parliament (Senate).

The school system has proved to be a positive factor in the process of integration, but schools have not received sufficient resources for achieving the best results in this field. Public housing policies have been weakened by the budgetary constraints. As a result, in many cities there are ghetto-like areas where immigrants live in extremely poor housing conditions. The universal health care system has in general been fairly effective in providing medical treatments also for immigrants. Charitable organizations, in particular organizations aligned to the Catholic Church, have contributed significantly to assisting and integrating migrants.

The Renzi government's deployment of naval units in the Mediterranean Sea to rescue migrants signaled a more constructive approach toward migration. This approach became the basis of the EU's Frontex Triton operation, which is led by Italy. The Renzi government has also actively promoted an EU-level discussion relating to the distribution of asylum seekers among EU member states. The implementation of these decisions by the European Union has so far been unsatisfactory due to resistance from many member states.



## Romania

**Score 6** Romania remains a sending country in terms of immigration and fails to provide adequate incentives to reverse the trend of a shrinking and aging population. A small number of Moldovans receive preferential access to citizenship, education and basic services.

In the run-up to EU accession in 2007, legal rules on family reunification, long-term residence and anti-discrimination were adopted to ensure conformity with EU law. From a comparative perspective, Romania's legislation has been fairly favorable toward immigrants. Romania scores particularly well with respect to anti-discrimination and labor market mobility, but policies are less welcoming with respect to education access and access to citizenship. Moreover, foreign workers are not represented by local labor unions, and often fall victim to dubious contracts leading to worse work and pay conditions than initially promised.

Growing numbers of non-European migrants have entered the country in recent years, most recently as part of the larger EU refugee crisis. Romania has upheld its commitment to receive and integrate according to its migrant quotas. Migrant accommodation has raised concerns in regards to their shelter, support and employment. Moreover, the discrimination which has beset the Roma threatens to marginalize refugee and migrant peoples arriving from abroad.

## Sweden

**Score 6** Sweden has a generous immigration policy. The country has received a large number of refugees from Iraq and Syria and, in 1992, from former Yugoslavia. Indeed, there are individual local authorities (Södertälje) that have received more immigrants from Iraq than has the entire United States. In the European setting Sweden, together with Germany, stands out as one of the most immigration-friendly country.

As is the case across Europe, the war in Syria has triggered huge immigration to Sweden. The Migration Board previously predicted that Sweden would receive between 80,000 and 105,000 refugees. The current estimate for 2015 and 2016 is that Sweden will receive between 160,000 and 190,000 refugees per annum from Syria and other Middle East countries. Today, Sweden (still) offers permanent residency for unaccompanied children and for Syrian families with children. These provisions, however, are highly disputed in contemporary public discourse and in the parliament.

The increasing immigration represents a major challenge, unprecedented in size and scope, to Swedish integration policy. These policies cover a wide range of measures, from language training to supportive labor market and housing policies. Most of the policies are implemented locally. Given the extensive autonomy of Swedish local

governments, the instruments vary regionally. There are now political signals that local autonomy should no longer prevent individual local authorities from being requested by central government to receive asylum-seekers.

It is difficult to argue that integration policy in Sweden has been successful. In terms of both educational attainment and employment, immigrants in Sweden find it much more difficult to integrate than immigrants in comparable countries. This is not to say that there is a lack of political or economic commitment to integration policy. To the contrary, integration policy remains a very important policy sector and related political activities are far reaching. The activities of the ombudsman and the minister for immigration and equality ensure that immigration issues have a high public salience.

Sweden's lack of success in integrating immigrants, despite strong efforts, thus indicates that the problem lies in the design and implementation of its integration policies. It is possible that the same obstacles facing young people as they try to make their way into the labor market also discriminates against immigrants. The current surge in immigration in the wake of the Syrian crisis has exacerbated these problems. Whether this is a short-term phenomenon or a lasting situation remains to be seen.

There is some good news, however. Studies show that second generation immigrants, particularly girls, perform well in secondary and tertiary education. However, for immigrants with low education, entry into a labor market with high standards seems more or less blocked.

Citation:

Kvist, Jon et al. (eds.) (2012), *Changing Inequalities. The Nordic Countries and New Challenges* (Bristol: Policy Press)

## United Kingdom

### Score 6

Due to the country's colonial history, the United Kingdom has a large share of ethnic minorities (approximately 14% of the population), and integration has long been an important area of government policy. However, while the Human Rights Act 1998 and the Race Relations (Amendment) Act 2000 imposed the general duty to promote race equality on all public authorities, the United Kingdom has not developed a formal integration program. The focus has been more on the protection of minorities than on the integration of migrants, but that is because the United Kingdom has a preference for multiculturalism. There are both regional and ethnic differences in integration, with some cities and smaller towns having concentrations of populations of distinct ethnic groups, and tensions over access to public housing and public services in localities where recent immigrants have concentrated.

The Equality Act 2006 merged three existing bodies (including the Commission for Racial Equality) into a new Equality and Human Rights Commission (EHRC). The

EHRC is an umbrella organization, which attempts to enforce integration and equality across several dimensions, such as ethnicity. In recent years, attempts to create a national narrative around “Britishness” were aimed at changing from an ethnocentric concept of citizenship to a more civic one. Despite the anti-immigration narrative of the UK Independence Party and the tensions associated with the refugee crisis (particularly concerning the refugee camp near Calais), in high-profile cases (e.g., cases involving celebrities or police officers) where racist language was used, the perpetrators have been roundly condemned .

Attempts to increase diversity in parliament have been promoted by both major parties. As a consequence, public life reflects society more today than it did two decades ago. However, in public bodies, such as the police, concerns remain that minority ethnic groups are under-represented.

During the referendum, there was anti-immigrant rhetoric and a subsequent 42% surge in hate crimes, prompting the United Nations to condemn the violence and express its deep concern about the rise of “divisive, anti-immigrant and xenophobic rhetoric” in the UK’s mainstream political discourse. Other bodies such as the European Commission against Racism and Intolerance (ECRI) or Human Rights Watch have expressed similar concerns. It is, however, important to stress that British society remains broadly hostile to discrimination.

Citation:

National Police Chiefs’ Council Report 08. Jul 2016.

United Nations Committee on the Elimination of Racial Discrimination: CERD/C/GBR/CO/21-23.

European Commission against Racism and Intolerance: ECRI Report on the United Kingdom, 4 October 2016.

## United States

### Score 6

On the basis of data provided by the Migrant Integration Policy Index, the United States was ranked ninth out of 31 analyzed countries with regard to overall integration policy, but first with respect to anti-discrimination laws and protection. The United States also ranked high on the access-to-citizenship scale, because it encourages immigrants to become citizens. Legal immigrants enjoy good (but often low-paid) employment opportunities and educational opportunities. However, the United States does less well with regard to family reunification. Many legal permanent residents cannot apply for visas for their families, and during the review period, no one in the United States had the right to apply for a visa to sponsor a foreign homosexual partner. Several states are taking the lead on integration policy. Despite efforts, complex integration laws, limited visa availability, high fees and long backlogs make it challenging for immigrants to integrate.

A large fraction of the immigration to the United States has consisted of illegal immigrants, most of whom have crossed the border from Mexico and who may live,

work and pay taxes in the United States for their entire adult lives without ever becoming legal residents. These illegal immigrants account for nearly one-third of the immigrant population, numbering 12 million to 15 million individuals or 3% to 4% of the country's overall population. These illegal immigrants have in effect been tolerated (and even virtually invited by the ease of illegal entry) for their economic contributions, often as agricultural workers or in low-paying service occupations. Children of illegal immigrants attend public schools, and businesses that employ illegal immigrants have not been subject to effective sanctions.

Events of 2016 significantly increased the insecurities faced by large categories of immigrants. In response to congressional inaction, President Obama issued a controversial executive order (2015) declaring unilaterally that several million current undocumented immigrants would be relieved of the threat of deportation. However, in June 2016, the Supreme Court let stand a lower court decision that ruled Obama's measure constitutionally invalid. In addition, the 2016 presidential campaign sharply increased insecurity for undocumented immigrants as the Republican candidate Donald Trump repeatedly promised to deport millions of current undocumented immigrants. He exacerbated tensions with Muslim communities by promising to bar Muslims from entering the country, a position later amended to target people from certain countries, claiming a presence of Islamic terrorists. The tone of the campaign apparently caused a spike in harassment and other offenses against Latino and Islamic groups, among others.

## Chile

### Score 5

The number of immigrants in Chile has increased significantly during the last five years. In general, there are few restrictions for highly skilled immigrants and professionals, most of whom tend to obtain working permits. The integration of immigrants from other Latin American countries, who represent nearly 75% of all immigrants (by far the largest group of foreigners in Chile), does not face significant difficulties since these immigrants share a common language and, to a certain degree, a similar cultural background. About 2.3% of Chile's population are immigrants; this is an increase compared to the previous review period, but still a very small share in comparison to its neighbor Argentina or other OECD member states.

Also noteworthy, the relationship between emigration and immigration in Chile has changed. While in the past Chile registered higher rates of emigration than immigration, this tendency is reversing due to the country's economic development and political stability. As the vast majority of immigrants settle in Chile's capital, Santiago, migration policy has become more present in public discussions. It is fair to assume that its importance will further increase, considering its impact on the country's economic and social development.

In 2016, laws were enacted that foster protection of refugees and their integration into Chilean society. Refugee children now receive privileged access to Chilean citizenship regardless of age and residence time when one of their parents adopts Chilean citizenship. Before this reform, only adult children could receive citizenship through a parent.

On the basis of Chile's experience with the humanitarian resettlement of Palestinians, Bachelet's government promised to host between 50 and 100 Syrian families, regardless of religion. However, the government has been working more than a year on the technical preparation of this refugee policy without visible results.

Citation:

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<http://www.latercera.com/noticia/nacional/2014/09/680-596709-9-inmigrantes-en-chile-mas-de-dos-tercios-trabajan-y-el-42-cotiza-en-fonasa.shtml>

<http://www.extranjeria.gob.cl/media/2016/02/Anuario-Estad%C3%ADstico-Nacional-Migraci%C3%B3n-en-Chile-2005-2014.pdf>

Refugee policy: <http://www.acnur.org/noticias/noticia/presidenta-de-chile-se-compromete-con-la-crisis-actual-de-los-refugiados/>

Chilean plan for Syrian refugees: <http://www.elmostrador.cl/noticias/opinion/2016/08/14/refugio-sirio-en-chile-un-imperativo-etico/>

<http://transparenciaactiva.presidencia.cl/Otros%20Antecedentes/Inst.%20Pres.%20N%C2%BA5.pdf>

## Greece

### Score 5

While the integration of past waves of irregular migrants, possibly exceeding one million, had not been accomplished in the beginning of the period under review, a new problem of social integration emerged in Greece. This was the inflow and integration of refugees and migrants, crossing the Mediterranean Sea from Turkey to the islands of the Aegean.

During the winter of 2015-2016, the inflow of refugees raised concerns among other EU Member States about integrating unknown, but growing, numbers of refugees into their countries. Eventually, in March 2016 the EU and Turkey concluded an agreement that bound Turkey to manage and limit the flow of refugees passing through Greece on their way to Europe. Turkey would receive substantial financial aid over the span of two years in exchange for its cooperation with the EU on this issue.

In the same context, in early 2016, refugee camps were constructed on Greek islands facing Turkey, such as Lesbos and Chios, but resources devoted to this cause, including funds, space to host the refugees and personnel, quickly proved incommensurate to the size of the refugee issue.

The integration of migrants into the education system has been functional in primary and secondary education, but legal migrants face difficulties entering tertiary education. However, in the period under review, there was social turmoil in cities in northern Greece regarding the enrollment of refugee children into primary schools, a prospect which many Greek families resisted.

As for social integration, this was never a strong point of Greek migration policy. With the exception of Albanians, who probably constitute more than half of all migrants in Greece and first came to the country after the fall of state socialism in Southeast Europe, the rest of the country's migrants – including migrants from Asia and Africa – are systematically excluded from Greek society. The same holds for refugees. It is telling, for instance, that still there is no official mosque for Muslims in Athens. A positive but small step was taken in November 2015, when the Syriza-ANEL government gave official permits to three ad hoc religious sites for Muslims in Athens and Piraeus.

To sum up, while significant problems in terms of policy efficiency remain and policy setbacks are entirely possible, Greece has made some progress by adopting new policies on integration of migrants, but still needs to manage the problem of uncontrollable flows of refugees and migrants. This problem has severely strained Greece's relations with its neighboring countries, lying to the north. It is a problem that obviously cannot be managed individually by the Greek state as this includes the wider EU-Turkey agreement on addressing the refugee issue in a collective and cooperative manner.

Citation:

Information on migration was obtained through informal interviews at the headquarters of ELIAMEP, a think tank based in Athens, which has expertise on migration and refugee issues.

## Israel

### Score 5

The legal status of immigrants in Israel is based on the Law of Return (1950), the Law of Citizenship (1952) and the Law of Entrance to Israel (1952). These laws constitute strict conditions for gaining citizenship, allowing Jewish immigrants to receive a permanent legal status as part of the Zionist vision. While still relevant, these laws are unable to offer a constructive framework for dealing with current global immigration challenges, including Palestinian and African immigration to Israel. In the absence of a coherent framework for general immigration, a de-facto immigration policy has been established by ad-hoc ministerial decisions, with impairments for the state and immigrants alike.

A 2014 state comptroller report exposed the potentially dangerous consequences of this lack of policy. These include illegal construction and infrastructure that pose security risks in dense urban areas and a lack of access to proper health and housing for immigrants. Policy solutions so far, including the “law of illegal migrants,” focusing on barriers, detention centers and transfer agreements, deal with a small

portion of the total immigrant population and neglect its weakest members such as battered women, victims of human trafficking and children. Furthermore, since these non-Jewish immigrants are not officially recognized, it is unlikely that a policy for monitoring and facilitating their inclusion will be developed.

In February 2016, the Knesset passed the government's fourth policy in recent years to address the illegal arrival of African migrants. The policy permits the placement of these migrants in a combination of closed and open detention centers for up to 12 months. Currently, there is a pending Supreme Court appeal challenging the legality of an agreement to transfer illegal migrants to unnamed third countries.

In the last significant wave of Jewish immigration during the 1990s, the vast majority of immigrants came from the former USSR and Ethiopia. Since cultural barriers create challenges for integration into Israeli society, the state offers a wide support infrastructure through education and employment programs, legal aid and so forth. The Jewish Agency, a statutory authority, is responsible for Jewish immigrants' welfare as they arrive, providing them with financial aid while the implementation of immigrant policies is the responsibility of the Ministry of Immigrant Absorption.

Policies over recent years have mainly included tax breaks and subsidies. Individual committees have been formed to study the social aspects of immigration, with the aim of improving working methods. However, as noted by the Knesset's Committee for Immigration, Absorption and Diaspora Affairs, a relatively small proportion of these committees' recommendations have been implemented.

Since the major wave of immigration in the 1990s, the majority of new immigrants are integrated through a "direct integration track" into the community. More than one million immigrants have been dealt with this way. This policy represented a privatization of immigrant absorption and a major change in the policies relating to immigrant rights.

Citation:

"Enlarged assistance to native Ethiopians," The Ministry of Construction and Housing website (Hebrew)

"Foreigners who cannot be deported from Israel", State comptroller, 2014 (Hebrew):

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Leshem, Elazar, "The Reform in the Absorption Policy" 16.8.2007, [http://taubcenter.org.il/wp-content/files\\_mf/h2007\\_immigrant\\_integration32.pdf](http://taubcenter.org.il/wp-content/files_mf/h2007_immigrant_integration32.pdf)

## Latvia

Score 5

In 2015, Latvia is still ranked second-to-last among 38 European and North American countries in the Migrant Integration Policy Index. The index noted that Latvia still has the weakest policies among European Union member states.

In 2015, 328 persons applied for asylum in Latvia. Only six were granted refugee status and only 23 received alternative status. There were 215 pending asylum

applications at the end of August 2016. Most people who were granted protection status were from Syria, Ukraine, Georgia, Afghanistan and Iraq.

A significant rise in the number of asylum-seekers from Ukraine was seen in 2014 and 2015. In 2015, Latvia convened a working group charged with creating a coherent policy for accepting and integrating larger numbers of refugees as a part of burden-sharing process reflecting the broader European refugee crisis.

On 11 October 2011, Latvia adopted the Guidelines on National Identity, Civil Society and Integration Policy (2012 – 2018). These guidelines established a set of policy goals for achieving a more inclusive and cohesive society, which include new policy proposals, increased governmental support and improved institutional arrangements. Latvia faces a challenge in integrating two particular categories of immigrants: migrant workers and non-citizens. Non-citizens are long-term residents of Latvia who were not eligible for citizenship when Latvia regained its independence from the Soviet Union and have not been naturalized since independence. Non-citizens comprise less than 12% of the total population.

The Office of Citizenship and Migration Affairs indicates that there are 89,023 migrant workers (i.e. individuals holding either a temporary or permanent residence permit) in Latvia. They comprise 4.5% of the total population.

Since July 2010, Latvia has granted temporary residence permits to investors meeting monetary investment targets. Between 2010 and mid-2015, 15,820 temporary residence permits were issued. In September 2014, parliament doubled the minimum investment required to attain a temporary residence permit resulting in a significant drop in demand for these types of permits. Only 2,291 have been issued since the adoption of these changes.

Rights for immigrants depend on the type of residency permit. Individuals holding a temporary residency permit are particularly vulnerable, as they do not qualify for public health care, legal aid or unemployment support. An individual holding a permanent residency permit or who has acquired long-term resident status within the European Union has the same rights as Latvian non-citizens.

In May 2013, Latvia adopted changes to its citizenship law that legalized dual citizenship with 38 countries. This will enable some permanent residents to retain their current citizenship if they choose to apply for Latvian citizenship.

As of March 2010, all children, including children of migrant workers holding temporary residence permits, have access to free education.

No restrictions are placed on the right to work for high skilled migrant workers, foreign students or immigrants who have moved for family reasons. However, access to the local labor market is restricted for migrant workers who have obtained only a temporary residence permit. These individuals' work rights are tied to the employer who invited them to Latvia. Temporary migrant workers do not have the ability to freely change employers or their position within the company.



Access to the labor market also depends on language proficiency, as a certain level of language skill is required by law for many professions. This is true of state and local government institutions as well as commercial companies in which the majority of capital shares are publicly owned.

Legislative obstacles restrict the ability for immigrants to participate in society. Migrants do not have voting rights in local elections and cannot be members of political associations. Third-country nationals with temporary residence permits cannot organize protests or marches.

Citation:

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3. Policy Brief: Immigration in Latvia. Dace Akule and Indra Mangule, Centre for Public Policy PROVIDUS (2014), Available at: [http://providus.lv/article\\_files/2617/original/Kopsavilkums\\_Imigracija\\_Latvija.pdf?1402392942](http://providus.lv/article_files/2617/original/Kopsavilkums_Imigracija_Latvija.pdf?1402392942). Last assessed 22.11.2015.
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5. Guidelines on National Identity, Civil Society and Integration Policy (2012 - 2018), Available at (in Latvian): <http://www.likumi.lv/doc.php?id=238195>, Last assessed: 20.05.2013.

## Slovenia

### Score 5

The number of foreign residents in Slovenia has dropped dramatically in recent years due to the effects of economic crisis. In 2008, about 85,000 work permits were issued to foreign workers; by 2015, this figure had fallen to only 14,811, and in the first eight months of 2016 only 3,855 work permits were issued. Subsequent governments have made little effort to open up health services, schools and civic life to migrants, offer anti-discrimination support and foster political participation by migrants. In June 2015 the National Assembly adopted new legislation on foreign employment that raised levels of protection of foreign workers working in Slovenia, and as of 1 September 2015, foreign workers receive a unified work and residency permit. They also enjoy improved protections against abuse from employers, a common problem in recent years. The Cerar government reacted to the inflow of almost 500,000 refugees from October 2015 to March 2016 by pushing for the closure of the Western Balkans route. It has also sought to reduce refugee protection by allowing for the rejection of migrants already at border crossings.

Citation:

Migrant Integration Policy Index: Slovenia 2015 (<http://www.mipex.eu/slovenia>).

## South Korea

### Score 5

Since the 1990s, South Korea's migration patterns have shifted substantially, from net emigration to a substantial inflow of foreign employees and residents. In 2016, the total number of foreign nationals in South Korea reached 2 million. Most migrants come from China, with Vietnam, the United States, Uzbekistan and Cambodia also contributing significantly.

The government has been trying to support the integration of immigrants and foreign-born residents. In August 2005, the parliament passed the Public Official Election Act, which enables foreign residents to vote in local elections. In recent years South Korea has made it easier for migrants to receive permanent resident status and even citizenship, particularly for highly skilled migrants. In April 2010, the South Korean parliament also passed a law that allows dual citizenship. In 2012, Jasmin Lee of the Saenuri Party became the first naturalized member of the South Korean parliament.

However, cultural, education and social policies have yet to adapt to increasing immigration levels. While ethnic Koreans with foreign passports, foreign investors and highly educated foreigners are welcomed and treated favorably, Amnesty International reports that migrant blue-collar workers are often treated as “disposable labor.” From a legal perspective, migrant workers have very similar rights to native Korean employees, but these rights are routinely neglected by employers. While courts have offered some protection to migrant workers, the government has not pursued active enforcement measures against employers that exploit the precarious status of migrant workers.

#### Citation:

Korea Times, Garibong-Dong Has Largest Number of Foreigners, 28/2/2010

“Jasmin to help Saenuri lure naturalized voters,” The Korea Times, April 8, 2012

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[http://www.index.go.kr/potal/main/EachDtlPageDetail.do?idx\\_cd=2820](http://www.index.go.kr/potal/main/EachDtlPageDetail.do?idx_cd=2820)

“Number of foreigners in S. Korea tops 2 mln,” Yonhap News, July 27, 2016

<http://english.yonhapnews.co.kr/national/2016/07/27/0302000000AEN20160727003800315.html>

## Cyprus

### Score 4

Cyprus's labor force in 2015 included 19.6% migrants, 11.2% EU and 8.4% non-EU. This is indicative of the composition of its population and the significant changes in immigration since 1989 when it started granting temporary working permits. Despite very restrictive policies, the flow of workers continued, initially from Southeast Asia, later from Central Europe and after 2004 from the EU. Policy changes and the introduction of some integration projects have taken place in the meantime, but no comprehensive integration policy has been adopted.

Pressures by the EU and the Council of Europe to comply with European standards have not succeeded in changing existing policies and official rhetoric which do not facilitate long-term integration. The country scores poorly on most indicators, including labor market access, culture and education, family reunion, political participation and access to citizenship. The 2015 Migrant Integration Policy Index (MIPEX) ranks Cyprus third-last among 38 countries. In its 2016 report, The European Commission Against Racism and Intolerance (ECRI) notes a series of recommendations to amend laws and practices and for the adoption of a comprehensive plan on integration of various groups in the country.

In the framework of EU programs, some local authorities are running integration projects. However, laws are not favorable to market access or long-term labor-market integration. Non-native workers enjoy limited rights in many areas, with non-EU citizens facing time limits on working permits that preclude any ability to obtain long-term resident status. The crisis is also driving non-native workers into unemployment, and tens of thousands of these workers have left the island during 2013 and 2014. Those remaining are at a very high risk for poverty and exclusion.

Some recent policies have aimed at providing education to all children as part of the compulsory education scheme, including access to language classes that may assist in integration. Timid family-reunification policies seem inadequate because they introduce restrictive criteria such as full-time employment, high fees and limited access to the labor market by dependents. Opportunities for migrants to participate in democratic life or to attain citizenship are limited. Conversely, the authorities offer citizenship to very wealthy investors or depositors.

Cyprus remains hesitant in confronting issues related to integration. In addition, the economic crisis has led to official support for prioritizing the employment of Cypriots, increasing pressures on immigrants in the labor market.

Citation:

1. Cyprus assessment by MIPEX, <http://www.mipex.eu/cyprus>
2. Council of Europe, ECRI Report on Cyprus, 2016, <http://www.coe.int/t/dghl/monitoring/ecri/Country-by-country/Cyprus/CYP-CbC-V-2016-018-ENG.pdf>

## Czech Republic

Score 4

Compared with other East-Central European countries, the Czech Republic has experienced relatively high levels of immigration since EU accession. In June 2016, a total of 480,191 foreigners lived in the Czech Republic, 4.6% more than a year before and 4.3% of the total population. The largest group consists of Ukrainians, followed by Vietnamese. In January 2016, the government updated its concept for the integration of foreigners. Implementation is coordinated by the Ministry of Interior, which submits a report on the situation of migration and integration of

foreigners in the Czech Republic to the cabinet every year. Integration centers exist in all regions of the Czech Republic. Some immigrant support has been provided over the years by municipal authorities and NGOs, with recent emphasis on language courses, social events and employment issues. However, processing residential applications of immigrants is slow and the acquisition of Czech citizenship remains complicated. Many foreign workers are employed in the shadow economy or in agencies, offering temporary and often unstable work with pay levels significantly below those of Czech employees.

Although the Czech Republic is not located on one of the major routes used by refugees for coming to Western Europe, the European refugee crisis has stirred a strong and highly polarized debate on migration and integration. The right-wing extremist camp has shifted its focus from anti-Roma to anti-Islam and anti-refugee agendas, and President Zeman and the media have also nurtured the discourse against refugees. The UN High Commissioner for Human Rights as well as Public Defender of Human Rights Šabatová and some Czech politicians have strongly criticized the handling of refugees and migrants.

## Malta

### Score 4

It is only recently that Malta has begun to consolidate its policy approach to integration issues. Under the current government, the Ministry for Social Dialogue, Consumer Affairs and Civil Liberties is the ministry responsible for the integration of migrants. Meanwhile, the Agency for the Welfare of Asylum-Seekers is responsible for the provision of some services, including employment, housing, education, health care, and welfare information. The agency is also a facilitator between public services and serves as a pre-integration functionary. The office of Refugee Commissioner has been established and can be seen in light of new initiatives, such as the new Initial Reception Centers, creation of a work registration system under Jobs Plus and a reform of detention policy. The Prime Minister has also given directions to end current exploitation of refugees by employers through the black market.

The number of migrants granted subsidiary or humanitarian protections is very high and the latest UNHCR figures indicate a rejection rate of 8% for the year ending December 2015. The government introduced a new migration strategy in 2016 ending automatic detention. Refugees and asylum seekers granted protection will now become eligible for unemployment benefits. These reforms will lessen the hardship on migrants seeking work and their own accommodation. However Malta's policies in terms of integration remain weak. Under the Migrants Integration Policy Index (MIPEX) 2015 Malta ranked 33 out of 38 countries and classified its policies as "Slightly unfavorable" for the purposes of integration, stating that non-EU residents are less likely to reunite with family, become long-term residents with equal rights, and become citizens in Malta than in almost any other MIPEX country.

Delaying family reunion delays the integration of these families and their sponsor. These restrictions have the greatest impact on the most vulnerable, such as beneficiaries of international protection, women, youth, the elderly and the ill. Evidence of poverty and homelessness among migrants indicates the need for government to allocate more resources to this group. The issue of citizenship also needs to be reassessed since migrants may fulfill the criteria required to apply however the outcome remains at the minister's discretion. This becomes more urgent for the children of asylum seekers born here who have no right to citizenship. Recent government policy on the forced repatriation of rejected asylum seekers and their families who have been living in Malta for a number of years will further hinder the integration of this group.

Citation:

[http://socialdialogue.gov.mt/en/Pages/The\\_Ministry/Brief.aspx](http://socialdialogue.gov.mt/en/Pages/The_Ministry/Brief.aspx)

<http://homeaffairs.gov.mt/en/MHAS-Departments/awas/Pages/Mission-and-Function.aspx>

<http://www.mipex.eu/malta>

<http://www.timesofmalta.com/articles/view/20161030/local/we-are-dealing-with-humans-not-categories-new-refugee-commissioner.629427>

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UNHCR Malta Asylum Trends 2016

Independent 15/11/16 Malian Migrants arrested and facing deportation: Government says they are failed asylum seekers

Times of Malta 10/12/16 Man's death under bridge highlights poverty and homelessness among migrants

## Poland

### Score 4

As migration to Poland has been relatively low, issues related to Poland as a sending country have featured far more prominently on the political agenda than have issues related to Poland as a receiving country until recently. Ukrainians and Vietnamese make up the largest group of migrants to the country, with the number of Ukrainians working in Poland estimated at one million. In 2012, the Tusk government adopted a new law on migration and integration, as well as a reform of Polish citizenship law. Given impetus by EU law and demographic changes in Poland itself, the reforms have made it easier to acquire Polish citizenship and to apply for a work and residence permit in a single procedure. They also prolonged the period given to foreign graduates to find employment in Poland. However, Poland still did not take any action to sign the U.N. Convention on Migrant Workers' Rights, and the institutional framework for dealing with immigrants is still very weak overall.

Since the onset of the EU refugee crisis in mid-2015, the PiS has adopted an intransigent stance. It has denounced Muslim immigrants as potential terrorists, health risks and a threat to Polish culture and society. Internationally, Poland was criticized for failing to demonstrate sufficient solidarity with its fellow EU member states and with those fleeing civil war or political prosecution. The PiS government first agreed to abide by the EU's distribution mechanism but rejected it again after the Brussels attacks in March 2016.

## Bulgaria

### Score 3

Bulgaria does not have a developed policy for integrating migrants, largely because the country has only been a transit point for migration flows to other EU countries. According to estimates, the share of migrants in the total population amounts to less than 1%, with most migrants being people of traditional Bulgarian origin from neighboring countries.

The influx of refugees in the wake of the Syrian crisis has demonstrated that accommodations for the migrants have been extremely poor; food, clothing and heating have been generally insufficient; and no real attempts have been undertaken to integrate migrants into the local society. In many municipalities, the local population has risen in protest against hosting migrants in their vicinity and against the prospect of migrant children attending local schools, thereby exacerbating the integration problems.

Bulgaria's policy response has focused on trying to prevent migrants from entering the country rather than improving the coordination of and mechanisms for accommodating and integrating them. In fact, the country continues to pursue segregation in areas such as education, where language proficiency requirements prevent most refugee/migrant children from enrolling in school.

#### Citation:

Amnesty International (2017): Bulgaria Report 2016-17. London (<https://www.amnesty.org/en/countries/europe-and-central-asia/bulgaria/report-bulgaria/>).

Bordermonitoring Bulgaria (<http://bulgaria.bordermonitoring.eu>).

## Croatia

### Score 3

Immigration is largely limited to ethnic Croats from neighboring countries, who are de facto integrated and have citizenship and equal access to labor market, social system and education. Other groups of migrants are very small and there is no policy directed at integrating them. The treatment of returnees from among the 200,000 Croat citizens of Serbian ethnicity expelled from the country in 1995 represents a significant gap in migration policy. Nearly 21,500 minority returnees still have outstanding housing, reconstruction and civil-status issues to resolve, with most returnee families needing legal counseling to help them gain access to their basic rights. Many refugees have not been able to return to Croatia, as they were stripped of their rights to socially owned housing after the war.

In autumn 2015, Croatia faced a large influx of refugees from Syria, Afghanistan, Iraq and other Asian countries. More than 350,000 refugees passed through Croatia by early November, with only a few of them seeking asylum in Croatia. This wave of refugees and migrants built up after Hungary had stretched barbed wire along its

border with Serbia, thus redirecting the movement of people to Croatia. No incidents of racist behavior directed at the refugees was recorded. This might be explained in part by the living memory of more than 700,000 refugees who found shelter in Croatia during the war in Croatia and Bosnia-Herzegovina in 1991-1992. However, Hungary's attempts at closing its borders have created fears in Croatia that – as a country still outside the Schengen system – it could be selected by the EU as a processing “hotspot” for incoming refugees. Such developments could become a source of substantial instability in Croatia and other countries in the region.

## Hungary

**Score 3** The refugee crisis has proven that Hungary is still primarily a transit country, with only a small number of migrants who want to stay in the country. The fragile economic situation, low wages, difficult language and anti-foreigner public opinion may be some of the reasons. The integration of ethnic Hungarians from neighboring countries – above all from Romania, Serbia and Ukraine – has gone fairly smoothly but has slowed down in the last years, since they have also gone to the West. By contrast, the integration of other migrants remains a controversial process. The Hungarian government has refused the integration of non-Europeans and non-Christians as a lethal danger to the national culture and identity. Out of 27,000 people granted refugee status in the first three-quarters of 2016, only seven were allowed to settle in Hungary permanently. However, migration to Hungary is not the real problem; the massive brain drain of Hungarian youth who have left for Western Europe is the real problem.

## Japan

**Score 3** In spite of its aging and shrinking population (which is forecast to fall by more than half to 52 million by 2100 if the current low birth rate persists and immigration remains heavily restricted), Japan still maintains a very restrictive immigration policy. Still, the number of legal foreign residents has hit a record high of 2.31 million in mid-2016, up 3.4% from six months earlier.

One of the few recent exceptions are bilateral economic-partnership pacts that, since 2008, have allowed Filipino and Indonesian nurses and caregivers to enter Japan on a temporary basis. The LDP-led government has already relaxed some restrictions with the aim of attracting highly skilled foreign professionals based on its Revitalization Program. Among the changes has been an amendment to the Immigration Control and Refugee Recognition Act that provides for an indefinite period of stay for such professionals.

During 2016, more voices within the LDP have stressed the need to reconsider Japan's approach to foreign labor in view of Japan's labor shortages. Some ideas

were even incorporated in the platform for the Upper House elections. Nevertheless, the Japanese government is still reluctant to embrace the idea of an immigration policy, proceeding quietly on the issue. The nationalistic viewpoints held by many LDP lawmakers pose particular challenges.

Given Japan's restrictive approach to immigration, there is little integration policy as such. Local governments and NGOs offer language courses and other assistance to foreign residents, but such support remains often rudimentary, especially outside the metropolitan centers.

Japan's offers of asylum in response to the intensifying global refugee crisis have been beyond minimal. Out of 7,586 applications in 2015, the Immigration Bureau recognized only 27 asylum-seekers as refugees. There are plans to tighten the review process further.

Citation:

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## Mexico

### Score 3

Mexican integration policy remains weak to non-existent. The dominant cultural narrative in Mexico tends to assume that migration means emigration. Mexico was and remains a major source of emigration, but has not effectively addressed problems related to immigration that have been steadily increasing during the last 15 to 20 years. There is no problem with "middle class" European and U.S. migration to Mexico. Indeed immigration of this kind is broadly welcomed and has been increasing – albeit from a very low level. A number of wealthy U.S. citizens retire in secure areas in Mexico where the climate is better and health services are cheaper. However, there are serious problems related to migrants entering Mexico from Central America, especially Guatemala, with most seeking entry to the United States and a minority wanting to stay in Mexico. Few are able to acquire formal documentation. In their desperation, such people are often preyed upon by criminals or even recruited into local drug gangs. Homicide rates are also high among this group. The Mexican authorities mostly do not welcome this kind of immigration and do their best to discourage it. However, there is no effective integration, transit or migration policy to deal with these issues. Mexican authorities also downplay the incidence of criminal attacks on Central American immigrants, although the international media has cast a spotlight on this population's predicament.

More efforts are also needed in the integration of young "returnees:" young Mexican nationals or children of Mexican nationals who come to Mexico after living in the United States, either voluntarily or through deportation. Many are not fluent in



Spanish and have problems integrating into Mexican schools since they have studied under a different school system utilizing different teaching and evaluation methodologies. The Mexican education system is not ready to provide sufficient resources to improve these students' language skills and their sense of belonging. As the Trump administration tightens migration policies, Mexico can expect an increase in young returnees. It must be ready to successfully integrate them in the education system through specialized programs and resources.

## Slovakia

### Score 3

While the share of foreigners in the Slovak population still does not exceed 1.5%, the inflow of migrants has increased in recent years. Despite the growing labor shortage, the second and third Fico governments have done little to develop consistent and sustainable policies for migrant integration. The second Fico government passed a new document on integration policy that largely embraced the Common Basic Principles for Immigrant Integration Policy in the EU. Largely implementing EU directives, the third Fico government reduced barriers to the arrival, stay and employment of foreigners from outside the EU by an amendment to Act on Residence of Foreigners that went into effect on 1 November 2016.

In the context of the EU refugee crisis, Prime Minister Fico has continued to oppose mandatory quotas for distributing refugees within the EU. During the 2016 election campaign, Fico instrumentalized the issue of migration and fueled anti-refugee sentiments by implicitly linking them to the threat of terrorism. In May 2016, shortly before Slovakia took over the EU presidency, Fico stated that "Islam has no place in this country."

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