

SGI Sustainable Governance
Indicators 2009

Security and Integration

Integration report



Indicator Integration policy*Question* Do policies support the integration of migrants into society?

30 OECD 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 integration.*
- 8-6 = Policies seek to integrate migrants into society, but have been ineffective.*
- 5-3 = Cultural, education and social policies do not focus on integration.*
- 2-1 = Cultural, education and social policies segregate migrant communities.*

Australia

value 9

Along with Israel and the United States, Australia has maintained one of the largest immigration programs on a per capita basis in the world. Currently more than two out of every seven Australians were born overseas. A postwar program initially aimed at attracting migrants from the United Kingdom was subsequently expanded to other parts of Europe. From 1973, with the formal end of the White Australia Policy, immigration became open to persons from all countries. Most recently, the immigration program has been aimed at attracting economic migrants and temporary, skilled migrants, particularly to outlying regions, to cope with skilled labor shortages in the natural resources industry.

Central to immigration policies has been the goal of integrating migrants into Australian society. In recent times, the emphasis on integration has shifted focus, however. Prior to July 2007, all immigrants who held permanent resident visas (a majority of immigrants) were eligible to become Australian citizens after two years of residency in Australia. As of July 2007, citizenship requirements have been tightened, however. This will ultimately reduce immigrants' participation in government elections, since citizenship is a prerequisite for voter eligibility, and will likely restrict immigrant access to higher education and to government jobs. The policy changes include a new emphasis on immigrants' adoption of "core Australian values," although there does not appear to be a consensus in the Australian community about what those core values comprise.

Canada

value 9

Canada has one of the world's highest per capita rates of immigration. Between 2005 and 2006, 254,400 persons – or about 0.78 percent of the population – immigrated to Canada. Immigrants to Canada can be divided into three main categories: economic

immigrants, family immigrants and refugees. The level of integration differs significantly from category to category.

A key component in Canada's integration policy for economic immigrants is the federal government's Foreign Credential Recognition (FCR) program, which coordinates the actions of 14 federal departments and well as those of provincial governments. However, since the responsibility for immigration is not entirely federal, the program occasionally suffers from a lack of harmonization across provinces.

Immigrants from the family and refugee subcategories tend to have more difficulty integrating.

Nevertheless, on the whole, the economic integration of immigrants to Canada is fairly harmonious as evidenced by the fact that foreign-born citizens had a 2005 unemployment rate of only 7.3 percent and an employment rate of 68 percent. However, these figures do include previous waves of immigration, which came mostly from Europe and the United States and which consequently had an easier time integrating.

These positive figures are also partly the result of a selective immigration process, which was recently reinforced in the 2001 Immigration and Refugee Protection Act. Indeed, in 2005, Canada was the OECD country with the highest proportion of foreign-born citizens with some degree of tertiary education. However, despite the fact that the educational attainment level of new Canadian immigrants is higher on average than that of Canadian-born adults, their earnings are still well below that of their native-born counterparts.

Foreign-born individuals who have recently become citizens tend to be employed in occupations below their qualification level. However, the fact that the earnings gap between foreign-born and Canadian-born citizens significantly decreases if one focuses on those immigrants who have been in Canada for longer than 10 years suggests that integration does eventually take place, even if not immediately so.

Annotation: Canada's score of "9" is one point above the range of country experts' highest score of "8." Canada's integration policy is equal in quality to that of countries such as Australia, New Zealand or the United States, which also received scores of "9."

New Zealand

value 9

New Zealand's history is based on migration. Immigration is today possible under various means, the most important one being the skilled migrant program. For those who qualify in areas of skills shortage, migration to New Zealand is relatively easy, with a points system helping to attract immigrants who can easily be integrated in the labor market.

Entry can be applied for in the context of a work permit. If issued for at least two years, it gives the applicant complete access to all public services, including health services, and primary and secondary education. Entry is also possible as a permanent

resident. In this case, a successful applicant is granted access to the same services enjoyed by citizens, and receives near-identical treatment, including the right to vote but not the right to stand for office. The permanent resident status grants recipients generous rights without having to become citizens, which is particularly important for migrants who do not want to give up their original citizenship. However, New Zealand does allow dual citizenship, and citizenship can be applied for after five years of residency (recently increased from three years) with no additional requirements beyond those which must be met for residential status.

Based on labor market and education system indicators, integration policy has been successful. However, there is room for improvement regarding specific groups of migrants such as refugees. New Zealand actively promotes a detailed settlement strategy, first launched in 2004 and revised in 2006, aimed at assisting newcomers with issues such as housing, work, knowledge of the language and developing social networks. European immigrants tend to integrate more easily, while others may encounter difficulties in finding employment.

The government supports integration through initiatives that include funding for English tuition, regional migrant and refugee education coordinators, language programs and a telephone-based interpreting service. The police work closely with ethnic communities to increase confidence and trust in the authorities. The government's Office of Ethnic Affairs works to meet the long-term settlement needs of migrant and refugee groups, and promotes the value of ethnic diversity in New Zealand.

Portugal

value 9

Generally speaking, Portugal's integration policy is quite advanced. The 2006 Migrant Integration Policy Index published by the Brussels-based Migrant Policy Group rated Portugal as the second-best country in the European Union when it comes to integration-policy best practices and particularly as relates to access to the labor market, anti-discrimination policies and family regrouping. Furthermore, in comparison with many other EU countries, migratory pressures in Portugal are low.

In fact, these pressures have become lower in recent years as the country's economic crisis has made it less attractiveness to potential immigrants. Integration is also facilitated by the fact that a large proportion of the immigrants come from countries with shared linguistic and cultural aspects (e.g., Brazil). Lastly, the segment of the job market in which nonpermanent contracts prevail has – so far – been large and agile enough to absorb supply.

In the period between 2005 and 2007, social support for children, which was previously limited to Portuguese nationals, was extended to the children of legal immigrants. In addition, new local centers of support and resident cards have been created for immigrants, and legislation transposing EC directives concerning family regrouping has been approved. Several ministries have yet to fully implement a larger group of measures encompassed in the National Plan for Immigrant Integration, which was approved in March 2007.

Annotation: Migration Policy Group, Migrant Integration Policy Index. (Brussels: MPG, 2006), <http://www.integrationindex.eu/about/> (accessed December 8, 2007).

United States

value 9

Apart from the occasional barriers of English-only policies and the exclusion from means-tested benefits programs, by international standards, the United States provides a generally welcoming environment for the integration of immigrants. Nevertheless, there are few social policies specifically designed to promote the integration of immigrants.

Among the principal examples, the federal government provides some financial compensation for education or prisons for state or local governments with heavy immigration-related expenses. There are small programs to assist refugees, to improve education for the children of migrant workers, and to support adult English-language training. Unlike in most democracies, no financial support is provided to asylum seekers while their cases are being adjudicated.

Compared with most countries, the United States is highly accommodating of the religious and cultural practices of immigrant groups, such as the wearing of headscarves by Muslim women. Nevertheless, immigration is a hotly contested political topic, especially when it concerns the large number of illegal or undocumented aliens, whose estimated numbers range between 12 million and 15 million people. Attempts by the Bush administration to push through an amnesty initiative along with stricter border measures failed in early 2007. Only one part of the measure (i.e., the construction of a border fence) was approved, which has been interpreted as being a very negative symbol regarding the country's openness to immigration.

Annotation: Gordon H. Hanson, *Why does Immigration Divide America? Public Finance and Political Opposition to Open Borders*. (Washington, D.C.: Institute for International Economics, 2005).

Luxembourg

value 8

In 2007, close to 42 percent of Luxembourg's resident population were foreigners. Furthermore, about 70 percent of the economically active population is composed of foreign nationals. Quite naturally, integration issues feature prominently in the political debate. Two ministries are responsible for integration issues: the Ministry for Family and Integration and the Ministry for Foreign Affairs and Immigration. The "Commissariat Du Gouvernement Aux Etrangers" is part of the Ministry for Family, and must provide assistance to new immigrants. The responsibilities of the Ministry for Foreign Affairs and Immigration have recently been expanded, with a

minister delegate created in addition to the minister. With a total of about 60 staffers, this ministry's Immigration Department is now made up of a bureau dealing with asylum seekers, and a service dealing with work permits.

A reform of citizenship law, and the central question of whether to allow double citizenship, has sparked still-unsettled controversy. One hotly debated point is whether the knowledge of the Luxembourgish language should be made obligatory for anybody who wants to attain citizenship.

Norway

value 8

Integration policy is well-organized and well-funded, but the effects of immigration represent a new challenge in this country, and the policies have to date been less than fully effective. Non-Western immigrants experience higher unemployment rates and lower wages than native Norwegians. There are frequent complaints about discrimination in both the labor and the housing markets.

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, separate from the pre-existing Directorate of Immigration and Integration, a change that was generally seen 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 state church institution stands in the way of religious equity, particularly in the eyes of alternate religious groups. Islam has recently risen to become the largest non-Christian religious denomination, with a membership of about 75,000 people out of a total national population of 3.5 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 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.

United Kingdom

value 8

Britain considers itself a multiracial and multiethnic society. Integration is therefore not exclusively a matter of immigrants adjusting to British culture. The majority society itself has undergone changes over time and taken up migrants' cultural influence.

There have been a couple of legislative measures in recent years aimed at combating discrimination and promoting the integration of migrants into UK society. These include the 1998 Human Rights Act and the 2000 Race Relations (Amendment) Act, both of which tasked public authorities with promoting racial equality and targeted indirect and direct discrimination. The general thrust of these measures is to systematically inject concern for racial equality into UK public policy. An Ethnic Minority Achievement Grant (EMAG) was installed in the education sector to support a range of programs benefiting schools with high concentrations of minority ethnic students.

Despite these measures, ethnic minorities live, on average, in less favorable environments than those of the majority. It is misleading, however, to classify all members of ethnic minority groups as the "underclass." For ethnic minorities, integration into British society has meant, among other things, social stratification in which some individuals have attained financial success and others have not.

Perceived as non-permanent residents, recent immigrants, particularly eastern Europeans that have arrived since EU enlargement in 2004, have greater difficulty integrating than "older" immigrants from former British colonies in part due to the lack of integration policies targeting them. Muslim communities pose another somewhat problematic issue for integration as they have only weak cultural and political links to the majority society.

Belgium

value 7

Belgium attracts immigrants in part because of its colonial history, but also because of its current wealth and location in the heart of Europe. About 8 percent of its population is foreign-born, mainly from Turkey, Morocco and the country's former African colonies of Congo, Rwanda and Burundi. However, with recent immigration, the record is increasingly mixed. Unemployment in this group is extremely high (32 percent).

In general, immigrant populations have attained basic levels of education, and the knowledge of Belgium's main languages (French and Dutch) is good. However, immigrant youths face social and cultural hurdles in pursuing an education and schools see many dropouts as a result of language problems. In secondary schools, poor performers are encouraged to enroll in separate schools for "professional training." Although unintended, this policy prompts segregation within the population, and causes further problems when immigrants reach the job market. The government actively encourages immigrants to improve their educational status and

provides special scholarship programs. As a consequence, good performers have equal access to tertiary education and benefit from real job opportunities after completing a degree.

Recent developments at the time of writing relate to problems of religious integration, especially of the Muslim population. The majority of Belgian schools tend to prohibit the wearing of “visible religious symbols.” Thus more and more Muslim organizations have developed schools of their own, to allow children from Muslim families to attend school without restrictions. Decision-makers at all political levels have voiced concerns about this trend. They fear an increasing, though voluntary, “ghettoization” of the Muslim population.

Denmark

value 7

When it comes to immigration policy, Denmark has a mixed record. Seen in isolation, indicators such as unemployment or the employment rate of the adult population reveal a relatively positive picture by international comparison. However, one must also keep in mind that the general development of the Danish labor market has been rather benign. Furthermore, compared with the native Danish average, the foreign-born population is significantly worse off. For example, in 2005, the general unemployment rate stood at 4.8 percent, whereas that for foreign-born residents stood at 9.8 percent. As regards the employment rate, the figures for native-born and foreign-born Danes were 77 percent and 60 percent, respectively. Although it is difficult to point the blame for this discrepancy at any one factor, it in any case shows that the limitations of Denmark’s current integration policy.

Danish governments have initiated a set of policies aimed at helping immigrants integrate into the labor market, including training and retraining programs, language courses and special programs for bilingual children in the school system. While these policies aid integration, a number of policies make integration more difficult and undermine efforts by immigrants to identify with Denmark. For example, immigration rules are very strict and make unifying foreign families almost impossible, which naturally presents a massive burden to many immigrants. Restrictive visa rules also present serious obstacles, and even well-integrated immigrants who have been living in Denmark for decades often have their family members denied a visa to visit them. Furthermore, many Danes – not least of which employers and administrators of building associations – discriminate against individuals who have immigrated to Denmark. In contrast to, say, Sweden, Danish governments after 2001 have not prioritized combating xenophobic attitudes among Danes. For example, ideas such as making room for foreign cultures in Denmark are absent from political discourse. This might result in part from the close cooperation of the government with the right-wing Danish People’s Party in the People’s Assembly. Instead, the government has launched several educational initiatives to strengthen so-called “Danish” values. Thus, while the government provides support to immigrants when it comes to entering the labor market, it erects barriers to immigration, awarding visas and inclusive cultural policies.

Finland

value 7

Finland's immigration policy was originally humanitarian in nature, focusing on refugees and return immigration, but in recent years it has assumed the task of promoting work-based immigration. During the last ten years or so, the number of foreigners in Finland has almost doubled, although it is still low in absolute terms. Several factors, including the geography, the difficulty of learning the Finnish language, and also prevailing negative attitudes in the Finnish society at large toward immigrants, prevent a significantly increased immigrant inflow.

Formally, immigration policy aims at integration. Yet the reality of immigrants' societal integration shows shortcomings. Unemployment is high among immigrants and education levels remain lower than those of Finnish natives even in the long run, although pupils with a foreign-born background perform well compared to counterparts in many other European countries according to the OECD's Program for International Student Assessment (PISA) test. But whereas about 70 percent of immigrants are of working age, only about 40 percent are actually in the labor force.

Ireland

value 7

Data from the recent (2006) census indicates that non-nationals make up approximately 10 percent of the population of those "normally resident" in Ireland. The majority of non-nationals are from the European Union, and the recent trend points toward high numbers of immigrants from the newer member states. This trend represents a dramatic turnaround for Ireland, which had traditionally had a higher rate of emigration than of immigration. In terms of integration policy, this turnaround clearly poses something of a challenge, especially with regard to education policy. Additional resources have been provided to help cope with this challenge, such as hiring more language-support teachers to work with students whose native language is not English. The overall policy, however, is not regarded as being adequate. There are signs of increasing segregation, whereby schools in relatively deprived areas of major cities bear the brunt of the problem of coping with the children of the new arrivals. There is some evidence to suggest that non-nationals are at higher risk of poverty than Irish nationals. While it is still too early to provide a full assessment of the economic integration of immigrant workers, available data indicates that they have a high rate of employment. Nevertheless, some evidence indicates that they are employed in occupations below their qualification levels and that they suffer in terms of lower earnings relative to their Irish-born counterparts. They also appear to be discriminated against to some extent in the job market due to their insufficient knowledge of the English language. In responding to these new immigration-related challenges after the recent elections, the political system has appointed a junior minister with responsibility for integration.

Netherlands

value 7

Integration in the Netherlands appears to be reasonably well-developed, and members of ethnic minorities are represented in all public bodies. Moreover, owing to a mixed housing policy, there is relatively little spatial segregation. While freedom of education exists in the Netherlands, more attention is focused on ensuring that education in special schools also contributes to societal integration, and public schools are taking increased measures to prevent educational segregation. While non-Western immigrants and their children still perform more poorly in terms of educational and labor market attainment, a slight improvement in educational performance was reported for the period between 1999 and 2005.

The main integration-policy objectives of the center-right cabinet in power between 2002 and 2006 was to respond to societal discontent by putting controls on immigration and improving the integration of ethnic minorities. In order to curb immigration levels, a 2000 law on foreigners aimed at limiting illegitimate requests for asylum started being more strictly enforced. In 2006, the immigration system was changed by the Civil Integration Abroad Act, which requires prospective immigrants to enroll in a habituation course at the Dutch Embassy in their country of origin. As of 2007, immigrants can only acquire Dutch nationality once they have successfully completed this course, which tests their knowledge of Dutch language and society.

Moroccan and Turkish immigrants are considered the most problematic in terms of integrating immigrant groups. Related problems were aggravated by the 2004 murder of Dutch film director Theo van Gogh by a radicalized teenager of Moroccan descent. This incident significantly heightened societal tensions, but fortunately it did not escalate into a sustained level of conflict.

Spain

value 7

The influx of immigrants over the last decade has seriously challenged the Spanish political system, as it lacks coherent policies and sufficient coordination between central government, autonomous communities and local authorities on the matter. The number of immigrants has doubled in the last five years from 2,664,168 in 2003 (6.2 percent of total population) to 4,482,568 in 2007 (9.9 percent of total population).

A large number of immigrants have not received permission to reside legally in Spain and are subject to the highest levels of discrimination as “illegal immigrants.” Whereas securing and controlling the country’s borders and the periodical “regularization” of illegal immigrants were initially the main focus of governmental actions, the Spanish government more recently has turned its attention to problems of integration. Despite the “organic law 4/2000 on the rights and freedoms of immigrants and their social integration,” large numbers of foreign-born do not enjoy

equal living conditions or access to public services as do Spanish-born citizens. The increasingly negative attitude and rejection of immigrants and the resulting social tensions and conflicts are not to be disregarded.

Soon after arriving in office, the government tried to reduce the number of illegal immigrants by initiating an extraordinary process of regularization for foreign workers in 2005. Around 600,000 immigrants were regularized and acquired residence permits. Two groups, the “Forum for the Social Integration of Immigrants” and the “Permanent Observatory of Immigration” have been created. The priority of better integrating the immigrant population into Spanish society is further reflected in the Strategic Plan for Citizenship and Integration approved by the government for 2007-2010, which includes support for immigrants in areas such as education, health care and social services, as well as measures to raise awareness of immigrants within the Spanish-born population. All in all, the government has increased spending levels dedicated to integration issues since 2004. Immigration is also a priority in the 2007 budget over social expenditures.

Sweden

value 7

In comparative terms, when it came to the ethnic makeup of its citizenry, Sweden was for a long time unusually homogenous. Since the 1930s, however, Sweden has been a net immigration country, and since the 1960s, immigration to Sweden has been considerable. Today, almost one-fifth of the Swedish population is composed of individuals who were either born in another country or who have at least one parent who was born outside Sweden, and almost one out of every 10 residents of Sweden has immigrated themselves. This makes Sweden a country with a comparatively short history of immigration but a large immigrant population.

Sweden is often seen as a country with an immigration policy based on multicultural institutions. Nevertheless, Sweden differs from other multicultural countries that have a much longer history of immigration, such as Canada and Australia. The reason most often cited for Sweden’s still being included in the group of multicultural countries is the strong state interventionist model of its social democracy.

The country’s immigration policy is backed by a set of policy programs, such as free Swedish language training for adult immigrants, support for religious and other organizations support for minority culture, free mother-tongue education, a set of supportive labor market policies and adult education for immigrants. Nevertheless, these policies have not been very effective. For example, unemployment is widespread among the foreign-born population and considered to be a major societal problem. Moreover, there are large suburbs in all the major cities in which a large proportion of the inhabitants are not well-integrated into society. Indeed, segregation remains a major feature of the metropolitan areas, and immigrants still encounter significant difficulties finding their way into the labor market. The problem lies neither in the degree of political commitment (e.g., the readiness to accept political refugees out of humanitarian concern), nor in the level of integration policy’s

financial support. Instead, it is deeply rooted in the Swedish attitude of distrust toward foreigners.

Switzerland

value 7

Switzerland has a comparatively high number of foreign inhabitants. A total of 1.65 million people, or more than 20 percent of the country's population of 7.5 million, are foreign citizens. In periods of high demand for workers, a large number of relatively low-skilled workers entered Switzerland. The recent transition to a post-industrial labor market, led by businesses that require skilled employees, has triggered social and political conflict between the highly skilled and low-skilled workers. This has become an increasingly prevalent subject of political debate. Such conflict has been intensified by the lack of efforts to integrate low-skilled workers into Swiss society. Language and integration lessons have only recently been introduced and the process of naturalization is costly and difficult. The opportunity for migrants to play a role in politics at cantonal level varies, but is generally rather restricted. On the whole, the integration of first-generation immigrants, particularly immigrants from non-EU countries, has proven to be the most challenging aspect of migration. However, patterns of immigration into Switzerland are changing. While migration policy towards asylum seekers is becoming increasingly strict, the liberalization of employment-driven migration from EU member states has led to a noticeable increase in the number of highly qualified and well-paid workers.

Austria

value 6

Austria's integration policy is overshadowed by a restrictive immigration policy. Despite its attractiveness to immigrants, Austria does not perceive itself as being an immigration country. Due to a political backlash, Austria has increasingly restricted its immigration policy in an attempt to reduce this attractiveness. A new package of laws regulating the rights of foreigners, which was enacted in 2005 and implemented some related EU directives, deals with immigration as a security policy and, accordingly, contains primarily restrictive measures.

The degree of integration of foreigners in Austria is comparatively low. Nevertheless, attempts have been made to correct these problems by providing education, language and professional training, and labor-market integration. Most Austrian states have established departments of integration. As of now, these new policies have achieved only modest results.

France

value 6

A policy of multiculturalism is not compatible with the French notion of integration. France's integration policy is determined by the republican principle that everyone born in France automatically becomes a French citizen. Despite restrictions that have been created in recent years, this basic notion has influenced domestic policy toward migrants.

In the last few years, this approach has been successful, as people with immigrant backgrounds have integrated through their experiences in the school system and the employment market. Given the fact that a majority of these immigrants came from French colonies and other European states, this form of integration worked comparatively well.

The situation is different today. The cultural sensitivities of young French citizens with North African backgrounds have been inflamed by the social phenomena of racism and discrimination, resulting in explosive situations in suburban areas with high concentrations of these populations. The Fillon government responded by creating a new ministry that incorporated the concept of "national identity" into its title. In so doing, the French government conceded to a certain extent the limits of the traditional view that those born in France are automatically French citizens.

Germany

value 6

While Germany has a long history of immigration and a high share of foreign-born residents in its population (about 13 percent), efforts to promote immigration have only recently been undertaken. For a long time, immigration was seen as a temporary phenomenon, which did not demand a long-term integration policy. However, recent years have seen progress in the country's immigration system and a change in Germany's approach to integration policy.

In 2005, the Immigration Act entered into force. For the first time, a common integration policy affecting all immigrants was contained in a single legislative framework, and a new Federal Office for Migration and Refugees was established. In 2006, a first integration summit was held, bringing together the federal government, state and local authorities, associations representing immigrants, and other non-governmental actors. As a result of this summit, a national integration plan was adopted, containing around 400 measures and voluntary commitments regarding integration policy.

However, immigrants' labor market situation emphasizes the need for further integration measures. Figures show high unemployment rates, overrepresentation in low-skill occupational sectors, and low vocational training participation by immigrants.

A considerable gap remains between the educational attainments achieved by first- and second-generation immigrants and native Germans. This gap is believed to contribute to the broader integration problems.

Iceland

value 6

The problems of immigration and integration are of increasing importance in Iceland. The proportion of foreign-born residents has risen from around 2 percent in 1996 to 6 percent in 2006. About 9 percent of the labor force comes from other countries. The prolonged upswing in economic activity since 1996 has been sustained by foreign labor as well as by foreign capital, thereby largely disconnecting the domestic inflation rate from the demand for labor in this low-unemployment economy.

Many low-wage jobs in industries such as fish processing, construction, and hospital services are now held by immigrants, because fewer and fewer locals want such jobs at the prevailing wages. Immigration policy has not been a source of significant controversy in political debate, and was hardly mentioned in the political campaign preceding the May 2007 parliamentary election. Social relations between immigrants and the local population have thus far been peaceful. Nevertheless, one problem for integration is the rather difficult Icelandic language. Although state-financed classes do exist, few foreigners master the language.

The government has lacked a consistent approach to immigration and integration, but published a new policy on migration and immigration issues in early 2007. The policy is rather vague and does not contain any plan for execution or audit, and does not specify who is responsible for carrying out the policy's provisions. Few local governments that have a large ratio of migrants and immigrants have addressed the issue of helping them integrate into local society.

Czech Republic

value 5

Since the expulsion/transfer of the German-speaking population after 1945 and the 1993 breakup of Czechoslovakia, the Czech Republic has been largely a monocultural and mononational society. However, a number of small immigrant minorities have existed for some time, and there are strong internal voices for recognizing the importance of and welcoming diversity. Governments have begun to consider solving labor shortages – particularly for jobs requiring university degrees and a number of skilled manual occupations – by encouraging immigration. These efforts have focused on countries believed to have a cultural affinity with the Czech Republic, such as Slovakia, Ukraine, Croatia and Bulgaria, but there is a reluctance to encourage labor immigration from countries with predominantly Muslim populations.

This reluctance reflects a widespread belief across the political spectrum that it would be difficult to integrate a Muslim minority, despite the fact that there were already an estimated 11,000 Muslims in the country in 2007. Policies aimed specifically at integrating – rather than just attracting – immigrants have hardly been

developed. There are plans to provide help to foreign immigrants with language training and to orient themselves in the unfamiliar legal framework. However, the number of foreign immigrants granted citizenship are small, and citizenship applications are often rejected for patently trivial reasons. The overwhelming majority of those accepted have Slovak citizenship, resulting from the 1993 dissolution of Czechoslovakia into a Czech Republic and a Slovak Republic. Asylum seekers are also few in number (3,016 in 2006), and few of their applications have been granted (364 in 2006). By 2007, reports of severe shortages across almost all labor categories that affected the great majority of major private employers made this cautious approach to granting citizenship to immigrants appear dangerously inadequate.

Greece

value 5

Greece has only recently started to formulate an integration policy regarding migrants. Successive governments proved unable to manage the post-1991 influx of migrants from Albania, Bulgaria and the rest of the formerly socialist East European countries. Migrants from the Philippines and South and Southeast Asia joined the wave of East European immigration, so that, according to the latest census in 2001, there were approximately 762,000 migrants in Greece. In reality, the true number of migrants is likely closer to 1 million, including undocumented people entering the country through its northern and eastern borders.

Migration policy is today grounded in a 2005 law, which incorporates relevant EU directives and tries to rationalize the process of legalizing working migrants. However, the process of allowing or inviting foreign nationals to work in Greece remains complex. Provisions detailing ethnic origin quotas, required by the law, are controversial. While migration into Greece remains comparatively large, and citizenship and voting rights have been extended to new immigrants, overall the relevant policies have been erratic, and Greeks appear to be presenting a determined resistance to the prospect of a multicultural society.

Economically, migrant workers in Greece have overwhelmingly taken unskilled and low-skilled jobs. New immigrants have shown low educational attainment within the Greek system. However, the unemployment rate for foreign nationals is lower in Greece than in 11 other EU states.

Hungary

value 5

Hungarian integration policy is still in the making. Although Hungary has an elaborate set of policies and institutions for the integration of ethnic Hungarians who migrate to Hungary from neighboring countries, it lacks systematic and well-established support mechanisms and does not provide sufficient resources for the integration of other migrants. National cultural, education and social policies do not

effectively focus on the social integration of immigrants, and the Immigration Office has not proved to be proactive enough to address an issue of this complexity. Finally, the government has to date failed to launch a general societal dialog on the increasing role of immigration and immigrants in national life.

Italy

value 5

The improvement of immigration and integration policy is a relatively new issue in Italy. Up to now, Italy's policies have been aimed mainly at avoiding (rather unsuccessfully) illegal immigration, with virtually no effort to promote integration, as data on naturalization efforts seem to reflect this. In contrast to other larger EU-member states, immigration to Italy has increased dynamically in a comparatively short time. Groups from Romania, Albania, Morocco, China and Ukraine are the most prominent immigrant groups in Italy.

In 2007 there was an uprising of Chinese immigrants in a ghetto-like area of Milan, an event that was suppressed by police. The Prodi II government passed a bill that introduced some modifications to the existing immigration framework and moves toward the more effective integration of migrants into Italian society. The bill envisages long-term residence (1 to 3 years) for immigrants and welcomes qualified workers. However, a lot more needs to be done, particularly in education.

Mexico

value 5

Mexico is unusual among OECD countries in producing for more emigrants than immigrants. Policy is therefore directed at protecting, as far as circumstances allow, the interests of emigrants. Treatment of immigrants is a secondary issue, and often characterized by neglect or worse. Broadly speaking there are two classes of immigrants. First are people who have their own sources of income and are unlikely to become a charge on the Mexican state. Such people, often wealthy pensioners, but also some non-Mexicans with Mexican spouses, are quite well treated and have no problem integrating into Mexican society. Second are people who enter Mexico illegally, mostly using Mexico as a transit point on their way to the United States. Most of these people come from Central America, and are treated much worse than wealthier immigrants. Migrants from the south experience humiliation and exploitation in their transit through Mexico, and many die in the attempt to reach the northern border. Mexico was generous in its asylum policies after the Spanish Civil War and during the military regimes in Latin America of the 1970s, but its migration laws are restrictive and xenophobic.

Japan

value 4

According to government statistics, the number of registered foreign residents in Japan has risen by 50 percent in the past decade, reaching 2.08 million in 2006, or 1.63 percent of the population (Japan Times 2008). Foreign residents in Japan can apply for permanent resident status after 10 years of legal stay, or after five years for spouses of Japanese citizens. Nearly 40,000 foreigners acquire permanent resident status every year. The government instituted a basic policy on foreign workers only in 1989, stating that migrants with valuable skills, knowledge or experience with technology should be actively accepted, while the acceptance of so-called unskilled workers should be “carefully examined.” In reality, many low-skilled workers have been allowed into the country on the basis of “internship” plans and special programs aimed at foreigners of Japanese descent (“Nikkeijin”). Many of these who work in small subcontracting companies or on construction sites are poorly paid and are not covered by public pension and health insurance plans. Moreover, absentee rates among the school-age children of migrants are high. Local administrative bodies do not effectively exchange information on the situation of immigrants, and various ministries and bureaucratic agencies tend to pursue individual agendas vis-à-vis migrants. Language learning programs aimed at foreign-born residents remain rare. Since the second half of the 1990s, economic stagnation and declining fertility have sparked debate on whether the country should allow “mass immigration.” However, the government has shown no inclination to change its basic policy, and has even strengthened judicial and enforcement measures aimed at foreigners in “irregular situations.” Japan’s fundamental problem is reliance on an immigration control policy, with no corresponding integration policy. The Ministry of Justice was able to manage international migration when temporary migration to Japan was dominant. Now that more migrants are staying as long-term or permanent residents and a second generation of migrants is growing up, it has become increasingly urgent to develop a consistent integration policy.

Annotation: “Inevitably, newcomers play growing role,” Japan Times, January 1, 2008, pp. 1-2.

Poland

value 4

Poland has only recently become a destination for immigrants, yet migration in general to Poland is still low compared to migration from and through the country. Most immigrants come either from the neighboring countries, such as Belarus, Ukraine or Russia, or from countries further afield, such as Vietnam, Armenia and China. The legal framework for dealing with immigrants has emerged relatively slowly and has been shaped largely by the requirements of EU membership and other international obligations. Polish immigration policy has focused on the rights of refugees, the treatment of foreign spouses of Polish citizens and, more recently, the

repatriation of ethnic Poles. Cultural, education and social policies have paid little attention to the integration of immigrants into society.

Slovakia

value 4

The integration of migrants is a relatively new problem in Slovakia, which has historically been a source rather than a destination country for migrants. The number of migrants remains very low, the bulk of them being illegal migrants on their way to other countries. The low level of tolerance for migrants among Slovaks who have little experience with foreign populations has stymied integration.

Since 2005, however, integration policy has featured more prominently in government largely due to EU membership requirements and other international obligations. Adopted measures have been limited and lack a coherent framework. In April 2006, the government established a Migration Information Center with offices in Bratislava and Košice to facilitate social and labor market integration by providing information and assistance to migrants.

South Korea

value 4

Until recently, the issue of social integration has not been salient. However, the migrant population has rapidly increased since the 1990s, and has now reached nearly a million people. Most are migrant workers from other Asian countries, but international marriages have also increased. Despite this rapid social change, integration policy has not yet fully responded. Social discrimination against migrants and mixed-race Koreans exists. The largest obstacle is not restrictive immigration laws, but the challenge of integrating into an ethnically relatively homogeneous country, with a closed society whose language is very difficult.

However, civil society and the media have started to pay more attention to integration issues, and to wage nationwide campaigns for social integration. The government recently began cultural, educational and social programs aimed at integrating migrants.

A small step was made in 2006 by granting foreign residents who have lived in Korea for more than three years the right to vote in local elections. A Commission for the Development of Policies for Foreigners, headed by the prime minister, was established and a number of policies proposed. New programs aimed at supporting foreign-born spouses have been implemented, and administrative procedures have been simplified, in particular for political refugees.

The government has also sought ways to ease the situation of the several hundred thousand foreigners without proper papers, who often live under severe and exploitative conditions. Access to health services, schooling for their children, fair pay and working conditions for this population have been a particular focus. Several NGOs serve as advocates for these “illegal” foreigners, in particular in health and

legal matters.

Migrants from North Korea do not face problems of citizenship and language, but the two Koreas have become culturally so different that North Koreans find it hard to blend in. On arrival they are often treated with suspicion by the authorities due to the fear that they might be spies, and are forced to go through a “re-education program.”

Turkey

value 4

Albeit a society familiar, both historically and currently, with foreigners and asylum seekers, Turkey does not consider itself a migration country and has no integration policy. Cultural, educational and social policies on the whole do not focus on integrating immigrants into society. But it should be emphasized that there is, compared to some EU countries, relatively little bias against foreigners living in Turkey. Foreigners do not have the right to vote, nor can they run for office. The only way for a foreigner to fully participate in the country’s affairs is to acquire Turkish citizenship.

There is almost no gradual enhancement of residence rights or access to labor for residents (foreigners living legally in the country), and until 2003, many occupations were reserved exclusively for Turkish citizens. Even a new law over work permits for foreigners prevents their employment as physicians, engineers, or lawyers. The ill-treatment of asylum seekers at the hands of security units is another critical issue. Acquiring citizenship, at least on paper, has since 2006 been made easier and requires only five years of permanent residence in the country. Turkey permits dual citizenship.

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