

SGI Sustainable
Governance
Indicators

2014 Integration Report

Integration Policy



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.

New Zealand

Score 9

Until the 1980s, New Zealand's immigration policy operated under the overriding concern of preserving the nation's identity as a primarily European, or British, nation. This has since changed. Today, New Zealand is a prime destination for immigrants (with 40,000 to 50,000 new immigrants annually) and the growing numbers of immigrants who become New Zealand citizens reflect the country's willingness to encourage integration. Based on labor market and education system indicators, integration policy has been quite successful. According to the immigration minister, Michael Woodhouse, the amount of time it takes to get a work visa or a visitor visa has fallen by a half, and the wait for a student visa has fallen by two-thirds from 2011 to 2012. This is 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. To some degree, the overall good performance has to do with the fact that New Zealand employs a points-based selection system which helps to attract immigrants that are relatively self-sufficient financially and can be easily integrated in the labor market. Indeed, the Immigration Act 2009 for the first time clearly states that in New Zealand, skilled immigration is preferred. 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. Small but sustained economic growth during the global financial crisis, together with the Christchurch rebuild following the earthquakes of 2010 and 2011, have provided significant employment opportunities for migrant workers.

Citation:

Attitudes towards Immigrants and Immigrant Experiences: <http://www.dol.govt.nz/publications/research/attitudes-towards-immigrants-experiences-regional/report-04.asp> (accessed May 13, 2013).

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

“New minister says New Zealand immigration policies working well,” <http://www.workpermit.com/news/2013-02-28/new-minister-says-new-zealand-immigration-policies-working-well>, 28 February 2013

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. Increasingly, the most important contributor to this success has been a highly selective immigration policy. Migrants are selected on the basis of their skills and English language ability, and a growing share of immigrants arrive with these skills. Post migration, explicit integration efforts primarily consist of encouraging immigrants to apply for citizenship, although in 2007 Australian residency requirements increased from two to four years before immigrants are eligible to apply for citizenship. A citizenship test was also introduced in 2007 in which potential citizens have to demonstrate a basic understanding of Australian society, politics and culture, and display basic English language skills.

Despite Australia’s relatively open immigration policy, a concern in recent years has been the large number of 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 incoming Labor government in 2007 initially abolished this so-called “Pacific Solution,” but in August 2012, offshore processing of asylum seekers was reinstated. During the 2013 election campaign, both Labor and the Coalition, a formal alliance of center-right parties, promised to go tough on illegal migrants.

Concern has also arisen in the review period about the large number of temporary skilled immigrants. Historically, immigration in Australia has been conceived as permanent resettlement, and the phenomenon of large numbers of temporary immigrants is relatively new. Upward of 100,000 temporary skilled immigration visas are now issued annually. By its nature, the temporary immigration program is not geared towards long-term integration of immigrants, creating some potential for breakdown in social cohesion. Moreover, the government has claimed that employers are inappropriately using the scheme to obtain labor more cheaply, rather than to obtain skilled workers not otherwise available in Australia, undermining employment and wages of Australians. This policy concern may lead to a reduction in the number of temporary immigrants, at least in the short-term.

Canada

Score 8

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 recent CSLS study found that in 2012, very recent immigrants to Canada (those with less than five years of residence) had an unemployment rate of 19.6%, an employment rate of 92%, and hourly wages that averaged just 79% of wages accruing to those born in Canada. Over the 2006 – 2012 period, there have been some improvements in the relative unemployment and employment rates of recent immigrants, but a decline in the relative wage performance. The relative wage performance is particularly poor for university-educated recent immigrants, who in 2012 received an average of 66% of the wages paid to their university-educated Canadian counterparts, down from 68% in 2006.

The 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); language problems encountered by many

immigrants; and according to some, the lower quality of education received by immigrants from developing countries.

Citation:

Andrew Sharpe, Erik Johnson and Evan Capeluck (2013) "Labour Market Performance of Immigrants in Canada, 2006-2012," CSLS Research Report, (Ottawa: Centre for the Study of Living Standards, to be published in June

Finland

Score 8

Finland, according to a policy study on immigrant integration, when compared to European Union countries, the United States, Canada and Switzerland, was ranked fourth in terms of how its legislation and policies help newcomers adopt to their new circumstances. The study however does not measure in full 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 finding education or work, and the employment situation when comparing overall foreign-born employment, or foreign-born to native-born employment, or even foreign-born generational concerns, is certainly troubled.

Increasing labor market participation is one of the key targets of the government's "Future of Migration 2020 Strategy." Although the Finnish immigrant population has increased sixfold from 1990 to 2009, the number of foreign-born or Finnish citizens who were born abroad living in Finland is approximately 300,000 out of a population of 5.4 million (5.5%); in general, Finland is not considered 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. While sympathetic to work-related immigration, the general attitude of authorities as well as the public on immigration to reunite families is restrictive.

Citation:

Arno Tanner, "Finland's Balancing Act", <http://www.migrationinformation.org/feature/display.cfm?ID=825>

Germany

Score 8

About 15 million people in Germany (20% of the population) have a family or personal background of migration, a population share that is increasing over time. However, Germany still lacks a modern immigration law driven by the country's economic self-interest in attracting highly skilled migrants. For instance, by the close of the review period, dual citizenship was still allowed only until the age of 23, though the grand-coalition government formed in late

2013 had plans to change this policy. Since the German population is aging and shrinking, this protective approach to migration is problematic.

While Germany already has an extremely liberal regime for migrants from EU member states, the government in power during the review period also acted to liberalize labor migration from non-EU countries. According to the OECD (2013), “recent reforms have put Germany among the OECD countries with the fewest restrictions on labor migration for highly skilled occupations.”

As a consequence of its good labor-market performance and the deep crisis in the European south, Germany has again become an attractive destination for migrants. According to preliminary results provided by the Federal Statistical Office, a total of 1,081 million people moved to Germany in 2012, the highest such figure since 1995. Also in 2012, Germany had a positive net migration figure of 369,000, or 123,000 more people than in 2011 (+13%). The naturalization rate, on the other hand, remains at a low level. In 2011, 106,900 people acquired German citizenship, representing a naturalization rate of just 1.44% of the country’s immigrants annually.

Integration of immigrants is smooth with respect to most migrant groups from European countries. Integration of Muslim migrants (especially from Turkey) is more difficult, as evidenced by their lower educational achievements and higher unemployment rates compared to other immigrant groups. The problems are being addressed through the education system, as for instance through early German-language teaching in child care facilities, but this cannot yet be deemed a clear success story. Populist and outright hostile political positions toward migrants have thus far failed to attract significant voter support, in contrast to other western European countries.

There is a Federal Office for Migration and Refugees in Germany, but no ministry-level entity. An intercultural dialogue between representatives of Muslim organizations and government officials has been established with the assistance of the German Islam Conference (Deutsche Islam Konferenz). The government provides free language courses to support migrants’ integration. Everyone who wants to become a German citizen has to pass a citizenship test.

Citation:
OECD, 2013: Recruiting Immigrant Workers: Germany, Paris: OECD.

Luxembourg

Score 8

Luxembourg’s migrant population since World War II has grown continuously; today some 85% of migrants are citizens of the European Union, while overall 92% are of European extraction, with the remaining

highly qualified migrants from Japan, the United States, Canada and other countries. Luxembourg claims one of the highest performing migration populations, with an outstanding share of economic immigrants among OECD countries and a very small group of economically weak third-country nationals. Some 50% of the total resident population in Luxembourg is immigrant-based, and as of 2008 the government significantly revised its immigration and integration policy. Furthermore, in 2010 the government introduced a national action plan to better integrate the immigrant populations as well as combat discrimination (Plan d'action national d'intégration et de lutte contre les discriminations). In addition, Luxembourg has improved consultation mechanisms with migrants and pursued stronger democratic principles with regard to migrant issues. A national body focusing on migrant issues (Conseil national pour étrangers) had its first session in March 2012, and in September 2012 members elected a president and vice-president.

Every municipality is as of the review period required to establish a integration commission (Commissions consultatives communales d'intégration, CCI) that accurately represents the region's migrant mix. As these bodies are fairly new, no detailed evaluation is yet available.

The Migrant Integration Policy Index in 2010 gave Luxembourg an overall score of 59 (55 in 2007), ranked 11 out of 35 countries.

Luxembourg allows migrant children to attend school without highlighting the migrant status of parents. Children in Luxembourg of foreign extraction however have on average high failure rates; Luxembourg is regularly criticized as part of its Program for International Student Assessment (PISA) evaluation for its low performance regarding the integration of migrant children.

Luxembourg has also for some time been criticized by chambers of commerce and non-governmental organizations over the representative makeup of parliament, as it does not include representatives for migrants or cross-border commuters, who constitute the 80% of the labor market and who are the main driving force of the "national" economy. Thus, the national Chamber of Commerce and one of the most powerful migrant lobbying groups (Association de Soutien aux Travailleurs Immigrés, ASTI) have pushed for the participation of migrants in national elections, a request that is unprecedented within the European Union. This step is seen as a way to temper the significant influence of civil servants in parliament as well as stem the continued benefits this group receives from the government (Luxembourg's public service is known for its high wages).

Citation:

Office Luxembourgeois de l'Accueil et de l'Intégration (November 2010) Plan d'action d'intégration (NAPICD), Luxembourg, available at:

http://www.olai.public.lu/fr/publications/programmes-planactions-campagnes/plan/olai_plan_daction_fr.pdf

MIPEX (2010), Migrant Integration Policy Index. British Council at

Migration Policy Group, 2011: <http://www.mipex.eu/play/map.php>

National elections: <http://www.asti.lu/2013/01/30/conference-quel-droit-de-vote-pour-les-etrangers-au-luxembourg-2/>

OECD (2009), Social, Employment and Migration Working Papers, no. 79, Paris: <http://ideas.repec.org/p/oec/elsaab/79-en.html>

Clément, F., Hartmann-Hirsch, C. (2011), The Grand Duchy of Luxembourg: A first Glance on Cross-border Workers and Immigrants in a small Member State, in: Christa Larsen, Ruth Hasberg, Alfons Schmid, Marc Bittner, Franz Clément (eds.), *Measuring Geographical Mobility in Regional Labour Market Monitoring – State of the Art and Perspective*, München/Mering, pp. 15–28

Netherlands

Score 8

The Netherlands ranks 5th in the Migrant Integration Policy Index, which compares 31 industrial countries. As 4% of the population is foreign-born, the Netherlands is a sizable immigration country with a considerable integration task. Integration policy was a political bone of contention until 2008, and has since become a more quiet policy field. Since 2008 – 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. In terms of political participation, the Netherlands performs very well on immigrants' political liberties in forming associations and political parties. Nonetheless, applicants for national citizenship can be rejected for not participating in the mandatory Naturalization Day ceremony. The Rutte-Asscher government intends to criminalize illegal residence in order to speed up the re-emigration process to the country of origin.

Citation:

T. Huddleston et al. , Migrant Policy Integration Index (2011) (www.mipex.eu)

Additional references:

http://www.scp.nl/Publicaties/Terugkerende_monitors_en_reeksen/Monitor_Integratie

http://www.scp.nl/Publicaties/Alle_publicaties/Publicaties_2012/Jaarrapport_integratie_2011

http://www.rijksbegroting.nl/2012/voorbereiding/begroting,kst160353_33.html

Norway

Score 8

Integration policy is 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 frequent complaints of discrimination in both the labor and housing markets. There is notable social unrest related to problems faced by second- and third-generation immigrants.

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.

Denmark

Score 7

On 1 January 2011 there were 562,517 immigrants and descendants of immigrants living in Denmark, or 10% of the population. After the tightening of immigration policy introduced by the liberal-conservative government in

2002, immigration from non-Western countries fell, but net immigration from Western countries rose. The employment rate of immigrants and their descendants (ages 16-64) rose from 46% in 2001 to 57% in 2008. This latter figure should be compared with 79% for native Danes. After 2008, employment fell because of the financial crisis. In 2010, the employment rate was 50% for non-Western immigrants and their descendants, 60.5% for Western immigrants and their descendants and 74.1% for Danes. The gap in employment rates should also be seen in light of the fact that employment rates in Denmark are high for both men and women, and there are high qualification requirements to find a job and high minimum wages.

Concerning educational achievements, immigrants and their descendants – especially girls – are making progress, but still fall well behind native Danes. In 2008, the percentages of 25 to 39-year-olds who had achieved a higher education were 9% for immigrants and 20% for their descendants, compared with 32% for Danes. In 2011 descendants of non-Western immigrants reached 25.5%, while the figure for Danes was 38.9%.

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 or their descendants already living in Denmark, as well as native Danes.

Still, it is fair to say that a number of immigrants in Denmark, especially from non-Western countries, have problems integrating. The government, in cooperation with municipalities, has therefore introduced a number of policies and measures designed to further the integration of immigrants.

These instruments, apart from language courses at all levels, include financial incentives to municipalities, businesses, NGOs and so on that assist with the integration of immigrants.

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. The political rhetoric has also changed somewhat after the Social-Democratic-led government came to power in October 2011. Still, there is a long way to go.

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 (accessed 19 April 2013).

"Integration og indvandring - på dansk og norsk," <http://videnskab.dk/kultur-samfund/integration-og-indvandring-pa-dansk-og-norsk> (accessed 19 April 2013).

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 today, 16% of whom are foreign born. The national immigration policy introduced in 1990s has since been regularly updated and monitored, with the government allocating substantial national and EU funds to various integration programs. One of the major areas of focus has been Estonian language teaching in order to increase the employability of the immigrant population. Language instruction has been more effective in formal education settings and with younger immigrants, which is reflected in a tertiary education attainment rate similar to that of the native population. However, the unemployment rate of the immigrant population is almost twice as high as the national average, and during the 2008 economic crisis, immigrants were at higher risk of job loss. Yet it should be noted that immigrants were typically employed in regions or labor market areas that are not economically strong and competitive. Russian minorities, for example, have been geographically isolated one county close to the Russian border since Soviet times.

As a result of the large Russian speaking population in Estonia, there are public educational institutions (up to upper secondary level) where Russian is the primary language. The Estonian public broadcasting station has a radio channel and several TV programs in Russian. Regarding voting rights of immigrants, as discussed above, permanent residents without Estonian citizenship can vote at municipal elections, but they are not allowed to stand as a candidate or vote in general or EU parliament elections. Several public and private actions have been carried out to facilitate civil society activism among immigrants and some progress is visible in this area. However, native Estonian and immigrant populations still live side by side rather than together.

Citation:

The Strategy of Integration and Social Cohesion in Estonian 2020.<http://integratsioon.ee/en>

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. Although there has been net emigration of non-Irish nationals since 2008, the 2011 census revealed that the foreign-born proportion equaled 17% of the total, of which over half were born outside the United Kingdom and the United States. However, over 70% of the immigrants to Ireland have the right to reside, work and own property in the country by virtue of their EU citizenship.

The unemployment rate among non-nationals (and 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 does not seem to be an issue, although small minorities face obvious difficulties in a country that is still overwhelmingly Irish, while their children face additional difficulties in a school system that is still largely under Roman Catholic management.

There is no explicitly anti-immigrant political party in Ireland, and immigration was not a prominent issue in the 2011 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. This inflow decreased further during the financial crisis due to reduced labor demand, though the situation is changing with economic recovery. Most foreigners 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 is not very difficult. However, a number of developments call for the implementation of 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 in practice remains limited. In general, Lithuania maintains a restrictive immigration regime, especially for immigrant labor.

Portugal

Score 7

The economic crisis has seen a decrease in immigration, both in terms of the influx of immigrants and in the stock of immigrants residing in the country. In 2012 the total number of immigrants according to the country's Borders and Foreigners Service (Serviço de Estrangeiros e Fronteiras, SEF) stood at 417,042 – a 4.5% drop on 2011.

This decline has taken some of the pressure off of programs targeting integration. The Portuguese government runs an integration program via the Alto Comissariado para a Imigração e Diálogo Intercultural but with the economic crisis and the reduction in the influx of immigrants, focus on the issue has diminished. There are, in addition to public programs, some private programs sponsored by NGOs, such as Portuguese language lessons and skill training. The Gulbenkian Foundation also sponsors programs for doctors.

That said, Portugal's integration policies remain very favorable and generally successful. Indeed, the latest Mipex (Migrant Integration Policy Index) report of 2011 gave Portugal the second best overall integration policies of the 31 countries considered (EU-27 plus Canada, United States, Norway and Switzerland), with a score of 79 – substantially higher than the EU-27 average (52) and lower only than Sweden (83).

Citation:

(1) Serviço de Estrangeiros e Fronteiras (2013). "Relatório de Imigração, Fronteiras e Asilo - 2012", p. 9

(2) Huddleston, Tom, et al (2011), "Migrant Integration Policy Index III", p. 11

Sweden

Score 7

Swedish integration 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 great autonomy of Swedish local governments, the instruments vary regionally.

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 otherwise, thus indicates 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. 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.

Switzerland

Score 7

Though many integration efforts have been made, starting as early as kindergarten, 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-fifth 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 is the case in other European countries.

On the other hand, in 2009 – 2010, only about 14% of all Swiss students at college-preparatory high schools had an immigrant background. In the same period, 37% of residents accused of committing a crime were migrants. Thus, non-citizens have a disproportional likelihood to display criminal behavior, and do not attain high-school degrees in a proportion matching their population share. To be sure, these findings might be associated more closely with individuals' low social status rather than to their status as foreigners per se. Education remains a privilege of the upper and middle class in Switzerland. Until recently, immigrants belonged primarily to the lower social strata; they have thus faced discrimination on the basis of their lower-class family backgrounds, not strictly because they were foreigners. However, as immigration patterns are changing and the share of highly skilled foreigners in the population is increasing, some observers say this class-driven aspect to discrimination may diminish over the long term.

The country's policy on naturalization, which makes it very hard to become a Swiss citizen, poses a particular problem to integration. 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. Although the naturalization procedure is regarded as burdensome, 45,000 persons were naturalized in 2008, which corresponds to about half the number of immigrants arriving in the country that year. The annual naturalization rate of 0.6 people per 100 inhabitants is by far the highest in Europe (as compared to 0.3 in Sweden and Belgium, 0.2 in Norway, Great Britain and France, and 0.1 in Austria, Germany, Denmark and Italy), as is the share of foreigners living in the country. Switzerland ranks in a middle position among European countries in terms of the ratio between the annual number of naturalizations and the total immigrant population.

Another characteristic of integration policy is the strong regional variance, with various cantons and their local communities pursuing different strategies. For example, foreigners are entitled to participate in local elections in a few cantons. This leads to a bottom-up approach to integration rather than a federal standard.

The country’s political environment tended toward increasingly integration-averse policies during the period under review. According to some observers, there is limited prospect for a more generous and liberal integration policy in the near term, as right-wing parties and voters are likely to oppose any such reforms.

United Kingdom

Score 7

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 British policy. But 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 2010 merged three existing bodies (including the Commission for Racial Equality) into a new Equality and Human Rights Commission (EHRC) – an umbrella organization in which ethnicity is only one of several dimensions in which it attempts to enforce integration and equality. 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. There have also been high-profile cases in which leading footballers have been publicly condemned for (mild) racist abuse of opponents.

Attempts to increase diversity representation in Parliament have been made by both major parties, and as a consequence, public life now better reflects society than it did up to two decades ago. But there is still a tension linked to the terrorist bombings of 7/7, and the economic downturn in recent years has increased hostility towards immigration, a trend which has been fuelled by the rise of an anti-EU and anti-immigrant political party (UKIP). Still, 600,000 immigrants arrived in the United Kingdom in 2012 and, compared with many other EU countries, the United Kingdom has been relatively welcoming to immigrants.

United States

Score 7

According to data of the Migrant Integration Policy Index, the United States ranked ninth out of 31 analyzed countries, but first in terms of its strong anti-discrimination laws and protection. The United States also ranked high in a comparative perspective 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. The United States is doing less well, however, 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 has the right to apply for a visa to sponsor their foreign homosexual partner. Several states are taking the lead on immigration integration. 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, 12-15 million individuals and 3%-4% of the population of the country. These illegal immigrants have been in effect 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 have attended public schools, and businesses that employed illegal immigrants have not been subjected to effective sanctions. As of May 2013, congressional leaders of both parties are seeking to develop a major immigration reform bill that would improve border security, reduce illegal entry, and define a path toward legal

residence and citizenship for long-term illegal immigrants. However, given its record, the ability of Congress to reach an agreement on reform measures is in doubt.

Citation:

Immigration Policy Center, The Migrant Integration Policy Index (MIPEX III). What the result mean for the U.S., <http://www.mipex.eu/usa>, accessed June, 17, 2013.

Belgium

Score 6

There is the political will to help resident foreigners and second- or third-generation immigrants acquire Belgian citizenship, by providing adults with easy access to inexpensive or free training (including language, civic education and so on). However, the education system is ill-adapted to non-native language students who are concentrated in urban areas, as well as in schools with a high proportion of non-native students (insufficient language training and native speaker mix).

Labor market discrimination also remains high. The Center for Equal Opportunities and Opposition to Racism was formed to address such problems.

Socially, government policy is proactive and put into force by political institutions at the different levels (federal, regional and local). Economically, however, there is still a long way to go to achieve adequate social integration of immigrants.

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, 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 do not contribute to the pension system. Although they can access 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, as 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 and the southern Balkans, the “migration of the poor,” is also a sensitive subject.

Iceland

Score 6

Laws on the civil rights accorded to immigrants in Iceland are mainly based on Danish and Norwegian models, a fact that also reflects Iceland’s obligations under the European Economic Area (EEA) agreement. This makes it difficult for citizens outside the EEA to move into the country. There is also a law governing immigrants from EEA/EU countries, with separate rules governing immigrants from non-EEA/EU countries. The latter law focuses on the need for foreign labor in the country, and grants citizens from outside the EEA/EU no more than temporary work permits. Authorities provide instruction in the Icelandic language for foreign citizens. Citizens from other Nordic countries are eligible to vote in local-government elections after having maintained their legal domicile in the country for three consecutive years. Other foreign citizens have to wait five years for this right. The right to vote in parliamentary elections presupposes Icelandic citizenship. For some time, the Information Center for Foreigners (Alþjóðahús) offered information and other services migrants on a range of issues, including legal matters and the rights of foreigners. The center was run by the municipality of Reykjavík. In June 2010, the center was closed due to crisis-related cutbacks in municipal services. Some basic functions were at that time transferred to a municipal neighborhood service center in downtown Reykjavík. This aspect of integration policy accordingly became a victim of the economic collapse. A special institution for handling foreigners (Útlendingastofnun, UTL) operating under the auspices of the Ministry of Interior has from time to time been publicly criticized for expelling foreign citizens on weak grounds. The state-run Directorate of Labor (Vinnumálastofnun) has in recent years improved its outreach to foreigners, for example by providing important information in English on its website. The

Directorate of Labor is also responsible for running the European Employment Services (EURES) office in Iceland.

Citation:

Önnudóttir, Eva Heiða (2009): Viðhorfslendinga til innflytjenda á Íslandi (The Icelanders attitudes toward immigrants in Iceland). In Bifröst Journal of Social Science Vol. 3, 2009. (67-95).

Lög um kosningar til sveitarstjórna nr. 5, 1998 (Law on local government elections no. 5 1998).

Israel

Score 6

The legal status of immigrants in Israel is influenced by the Law of Return (Hok Ha-Shvut). This law has strict rules governing who is entitled to citizenship and who is not. The law states that only Jews have a right to come to Israel as a so-called Oleh, or Jew immigrating to Israel. Oleh are given automatic citizenship as part of the state's national objective of maintaining a Jewish majority. Other people seeking Israeli citizenship are subjected to various legal restrictions. Therefore there are three types of immigration groups, each assigned a different position: Jewish immigrants, economic immigrants and refugees. The remainder of this item will focus on Jewish immigrants, as this is the only formally and legally authorized group of immigrants, and is the main subject of Israeli immigration policy.

In recent years, the vast majority of Jewish immigrants to Israel have come from the former USSR and Ethiopia. While cultural barriers do create problems of integration in Israeli society, the state has expended considerable effort to bring these individuals to Israel, and has further expressed its support through education and employment programs. Various models of integration have been pursued. The Jewish Agency, a statutory authority, is responsible for Jewish immigrants' welfare as they arrive, providing them with financial aid and accommodation. Subsequently, the implementation of immigrant policies are the responsibility of the Ministry of Immigrant Absorption. Policies over the past two years have included tax breaks and subsidies.

Individual committees have been formed to study aspects of immigrants' lives, with the aim of improving conditions. However, as recently noted by the Knesset's Committee for Immigration, Absorption and Diaspora Affairs, a relatively small proportion of these committees' recommendations are implemented.

Citation:

"Enlarged assistance to native Ethiopians," The ministry of construction and housing website (Hebrew)
Davidovitch-Kuch, Flora, "The integration of Ethiopia natives in the civil service and public bodies: Update report," Knesset research institute 28.10.2012 (Hebrew)

Davidovitch-Kuch, Flora and Orly Almagor-Lutan, "Absorption of Ethiopia natives from linguistic, social and educational aspects," Hed Ha-Ulpan HaHadash, Winter 2012 (Hebrew)

Romania

Score 6

Romania is still primarily a “sending” country in terms of migrants and has not experienced significant immigration yet. Half of the migrants come from neighboring Moldova, whose citizens benefit from preferential access to the Romanian education system and can get Romanian citizenship easily. More recently, immigrants from Turkey, Asia (especially China) and Africa have come to Romania in search of business and work opportunities, but their numbers have been fairly modest because low wages reduce the country’s attractiveness to guest workers.

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 towards 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 nationality. Moreover, foreign workers are not represented by local labor unions and they often fall victim to dubious contracts leading to worse work and pay conditions than initially promised.

Spain

Score 6

Spain is a strikingly successful case for the tolerance of a population toward immigrants. It actually ranks first in the European Union (according to a report published by the British think tank Demos in 2013) as the most tolerant country when people are asked about having immigrants as neighbors (see “Non-discrimination”). There are no discriminatory policies and no relevant xenophobic populist parties exist, while violent attacks on immigrant groups are very rare. These achievements are even more striking if we consider the very high unemployment rates and the fact that, in only the last decade, some 5 million immigrants arrived in Spain (up to 12% of the population, although this figure is now falling with many jobless foreign-born residents returning to their countries of origin). Apart from some western Europeans looking for a second home “under the sun,” the bulk of immigration during the 2000 – 2010 period came from poorer countries, typically consisting of young Eastern Europeans, Latin Americans and Africans in search of jobs and better living conditions.

Nevertheless, if Spain has so far lived in harmony with these newcomers, it was not necessarily courtesy of effective integration-related policies. Rather, it was a positive combination of a tolerant culture, the fact that most

immigrants are first-generation ones and, in the case of Latin American immigrants, with language and cultural links. As for the Muslim population, although most of them are moderate and well-integrated into Spanish society, some radical groups involved in recruiting and fundraising for al-Qaeda have also been uncovered. The public perception of immigration has deteriorated somewhat recently as a consequence of the economic crisis; it is increasingly common to hear the argument that immigrants are no longer a source of revenues, but are instead putting further pressure on the country's social services and public spending. However, the tendency toward integration on the part of immigrants seems quite positive.

Citation:

Jonathan Birdwell, Chris Tryhorn, Sebastien Feve and Natalia Vibla. 2013. Report "Backsliders: Measuring Democracy in the European Union." London: Demos.

Austria

Score 5

Austria's integration policy is deficient in two key ways. First, there is no 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.

Second, compared to other EU member states, acquiring citizenship in Austria is extremely difficult for non-nationals, with the exception of prominent figures such as opera performers, athletes and billionaires.

These shortcomings are reflected in education policies. 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.

With respect to the labor market more broadly, the Austrian government has proved reluctant to welcome employees newly arriving from foreign countries. 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 has prevented the development of a more distinct integration policy.

Czech Republic

Score 5

The Czech Republic has experienced relatively high levels of immigration since EU accession. In the period under review, however, immigration has slightly declined. The largest immigrant groups within the Czech Republic are still Ukrainians, Slovaks and Vietnamese; the number of asylum seekers – 750 – reached the lowest number since 1990 in 2011. While the Ministry of the Interior submits a report on the situation of migration and integration of foreigners in the Czech Republic to the Cabinet every year, and while there is an official integration strategy, the government has done little to foster the integration of migrants so far. The acquisition of Czech citizenship is quite complicated, and permanent residents from outside the European Union are not entitled to stand as a candidate, to vote in local elections or to become members of Czech political parties. Some support has been provided over the years by municipal authorities and NGOs, but a systematic approach to the integration of migrants is only just beginning, with the help of EU funding. It was 2012 before such a concept was produced for Prague by a new body set up by the municipal authority. Similar bodies have been established across the country. The emphasis was on language courses, social events and a small number of advice centers able to give some help in languages apart from Czech. There is advice on employment issues, but many foreign workers are employed in agencies, providing temporary and unstable work with – apart from a few exceptions – no union representation and pay levels generally significantly below those of Czech employees.

Greece

Score 5

The integration of over one million atypical or illegal migrants in a society of 11 million is a very difficult task. This is the challenge that Greek society faces. In the 1990s, Greek governments ignored the problem and then made belated attempts to manage the inflow of migrants to no avail. In 2005, even before the crisis, a law provided for the integration of migrants into the labor market. However, the law was haphazardly implemented owing both the low administrative capacity of the Greek state and the reluctance of employers and social services to treat migrants in a non-discriminatory fashion. In the late 2000s, the economic and social rights of employed migrants, including rights to receive the minimum wage and insurance, were probably massively violated by Greek employers. If there was any integration of migrants, this was integration into the underground economy and the unofficial labor market. Another law was passed in 2010 primarily focusing on preconditions of naturalization of migrants, but also somewhat improving the prospects of

integration. The law went largely unimplemented. Obviously in 2011 – 2013 in the midst of the crisis, the integration of migrants into the labor market was further worsened by the economic depression and unemployment.

Integration of migrants in the education system is functional in primary and secondary education, but migrants are effectively barred from entering tertiary education. Entrance examinations to the universities are open to Greek citizens or migrants holding permanent residence permits. As for social integration, this was never a strong point of Greek migration policy.

With the exception of Albanians, Bulgarians and Romanians, who probably constitute half of all migrants and first came to Greece after the fall of state socialism in south east Europe, the rest of migrants – including migrants from Asia and Africa – are systematically excluded from Greek society. It is telling, for instance, that Muslim migrants in Athens, where the majority of the migrant population has settled, still cannot exercise their religious rights in an open and official manner, as a license to build a mosque in Athens was issued by the Greek government only in early 2013.

But there is another dimension here: there is clear evidence of an increase in xenophobia and racism, given the tensions of the economic crisis. Violent acts against migrants and minorities have increased; police actions show neglect and/or sympathy for far right agendas. The rise of Golden Dawn is also a relevant factor and a symptom of the malaise. There is clear evidence of collaboration between the police and the latter at neighborhood level.

Citation:

Information on the integration of migrants in Greece is available (in English) at http://ec.europa.eu/ewsi/en/info_sheet.cfm?ID_CSHEET=50. Accessed on 02.06.2013. The most relevant pieces of legislation are law 3386/2005 and 3838/2010.

Hungary

Score 5

Hungary is still a transit country with only a small number of migrants who want to stay in the country. Due to legislation that allows double citizenship for ethnic Hungarians, the integration of ethnic Hungarians from neighboring countries – above all from Romania, Serbia and Ukraine – has been rather routine. By contrast, the integration of other migrants is still a controversial process, since the government does not allocate sufficient resources for their cultural and social integration.

Italy

Score 5

Immigration on a large scale is a relatively new issue 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 than on matters of 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. Italy's agricultural industry, for example, relies on a workforce of low-paid illegal immigrants.

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 for immigrants.

Anti-immigrant policies became electoral campaign issues, but after a period of ideological debate and confrontations on these matters, a more pragmatic approach to integration seems to have developed. Employers of legal (but also illegal) immigrants often make the politicians understand that in some sectors they are able to continue to operate in Italy only thanks to the high number of migrants available in the workforce. Agriculture, the building industry, private-sector elderly care, and often child care and private cleaning services are often dependent on legally or illegally employed immigrants. Greater controls over illegal employment have been made and under the Monti government a minister for integration was nominated. The position was given to Andrea Riccardi, a distinguished personality with a long experience as director of Comunità di Sant'Egidio, one of the strongest Italian NGOs working in the field.

Latvia

Score 5

The Migrant Integration Policy Index deems Latvia's immigrant integration policy to be the least favorable among a group of 31 European and North American countries. It stresses that Latvia has projects, "but no coherent strategy" for immigrant integration.

On 11 October 2011, Latvia adopted the Guidelines on National Identity, Civil Society and Integration Policy (2012 – 2018). These guidelines set policy goals for a more inclusive and cohesive society, and include plans for new policies, governmental support, and institutional arrangements. Latvia faces two types of integration challenges: that of migrants, and that of non-citizens. These latter are long-term permanent residents of Latvia who were not eligible for citizenship when Latvia regained its independence from the Soviet Union, and have not since undergone naturalization as citizens. Non-citizens comprise 14.1 % of Latvia's population. Migrants – individuals having either a temporary residence permit or a permanent residence permit – comprise 3%, representing a total of approximately 55 thousand.

Since July 2010, Latvia has granted temporary residence permits to investors meeting monetary investment targets. As of the time of writing, the Office of Citizenship and Migration Affairs (Pilsonības un migrācijas lietu pārvalde, PMLP) reported that 4,356 residence permits had been issued to investors and their family members since July 2010, with most investments being in the form of a real estate purchase in the capital or the sea resort town of Jūrmala. The highest demand has come from the citizens of Russia (3,161 permits), Ukraine (406 permits), and Kazakhstan (255 permits).

Immigrant rights depend on the type of residency permit. An immigrant holding a temporary residency permit is socially vulnerable, with no eligibility for state-guaranteed health care, legal and social aid, or unemployment benefits. An immigrant with a permanent residency permit or long-term resident status of the EU in Latvia has the same rights as Latvian non-citizens.

In May 2013, Latvia adopted changes to its citizenship law, legalizing dual citizenship with 38 countries. This will enable some permanent residents of Latvia to retain their current citizenship if they choose to apply for Latvian citizenship. As of March 2010, all children, including children of migrants holding temporary residence permits, have access to free compulsory education. In the 2010 – 2011 academic year, there were 351 foreign children in Latvian schools, with 454 foreign children in the 2011 – 2012 year, and 546 children in 2012 – 2013.

Immigrants who have arrived for family reunification purposes, students and highly skilled migrants are given unlimited access to the labor market. 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, and they do not have the ability to change employers or their position within the company freely.

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 of commercial companies in which the majority of capital shares are owned by the state or local government.

Latvia has few asylum seekers. Only 367 persons applied for asylum in the 1998 – 2010 period, with 29 persons obtaining refugee status, and 45 persons being granted an alternative status. In 2012, there were 189 asylum seekers in Latvia.

Immigrants face legislative obstacles to civic and political participation. They 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:

1. Central Statistical Bureau, Population Statistics, Available at: <http://www.csb.gov.lv/notikumi/par-2011gada-tautas-skaitisanas-galvenajiem-provizoriskajiem-rezultatiem-33305.html>, Last assessed: 20.05.2013.
2. Office on Citizenship and Migration Affairs (2011), Statistics on Residence Permits, Available at: <http://www.pmlp.gov.lv/en/statistics/residence.html>. Last assessed: 20.05.2013
3. Dace Akule (2013), Unpublished data on Emigration and Immigration in Latvia.
4. Migration Policy Group (2011), Migrant Integration Policy Index, p.116, Available at: http://www.migpolgroup.com/public/docs/Migrant_Integration_Policy_Index_MIPEXIII_2011.pdf, Last assessed: 20.05.2013.
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.

Poland

Score 5

Migration to Poland has increased, but is still relatively low. Unlike issues over migration from Poland, Poland as a receiving country has not featured very prominently on the political agenda. According to Eurostat, foreign citizens accounted for only 0.1% of the Polish population in 2011, the lowest rate in the entire European Union. Ukrainians and Vietnamese make up the

largest group of migrants to Poland. In 2012, the Tusk government adopted a new law on migration and integration as well as a reform of Polish citizenship law. Pushed by EU law and favored by the demographic change in Poland, the reforms have made it easier to acquire Polish citizenship and have brought some benefits to foreigners living in Poland. However, Poland has not yet signed the U.N. Convention on Migrant Workers' Rights, and the institutional framework for dealing with immigrants is still very weak.

Slovakia

Score 5

While the share of foreigners in the Slovak population is still low, the inflow of migrants has increased in recent years. The Radičová government adopted a new official strategy for migration policy lasting till the year 2020 which prioritized the immigration of high-skilled workers with an emphasis on culturally related countries. In line with this strategy, the Ministry of Labor, Social Affairs and Family adopted the Action Plan of Migration Policy in 2012 – 2013. At the same time, however, Act 404/2011 on Residence of Aliens, which became effective at the beginning of 2012, featured a different approach and tightened the conditions for granting temporary residence to third country nationals.

Citation:

Kodaj, Daniel/Dubová, Alexandra, 2013: An overview of the migration policies and trends – Slovakia (migrationonline.cz)

South Korea

Score value_6

Since the 1990s, South Korea has transformed itself into a society that attracts immigrants rather than providing them for other nations. Driven by increasing demand for cheap labor, generational change and a shortage of women in rural areas, the number of foreign residents has increased considerably. In 2010, the total number reached 1.2 million foreign nationals.

Most migrants came from China, followed by Vietnam, the United States, Uzbekistan and Cambodia. In August 2005, parliament passed the Public Official Election Act, a suffrage law that allowed foreign residents to vote in local elections alongside Korean citizens. South Korea currently remains the only Asian country which gives voting rights to noncitizens. In recent years Korea has made it easier for migrants to receive permanent resident status and even citizenship, particularly for highly skilled migrants. In the 2012 parliamentary election, 110,000 naturalized citizens were allowed to vote and Jasmin Lee of the Saenuri Party became the first naturalized member of the Korean parliament.

To apply for Korean citizenship an individual must have resided in the country for more than five consecutive years, be legally an adult, have displayed good conduct, have the ability to support himself or herself on the basis of his or her own assets or skills (or be a dependent member of a family) and have basic knowledge befitting a Korean national (such as an understanding of Korea's language, customs and culture). In April 2010, the Korean parliament also passed a law that allows dual citizenship. Another relatively serious integration issue concerns the social exclusion experienced by the foreign-born wives of Korean men (often from China, South-east and South Asia). This population has drastically increased in recent years – about 10% of all marriages in South Korea are international today, in the sense that either bride or groom is non-Korean. Such marriages often face cultural discrimination. Furthermore, 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 this population's precarious status. In January 2012, parliament unanimously passed a revision to allow migrant workers to more easily change their workplace.

Citation:

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

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

National Statistics Office, International Migration in 2010, <http://kostat.go.kr/portal/english/news/1/9/index.board?bmode=download &bSeq=&aSeq=249164&ord=3>

“Seoul to ease visa rules for migrant workers”, The Korea Times, January 2, 2012

Bulgaria

Score 4

Bulgaria does not have a developed policy for integrating migrants, largely because their number is fairly limited. Until recently, Bulgaria has only been a passing 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.

Chile

Score 4

Due to the financial crisis, the number of professionals who immigrate to Chile has increased significantly – especially from southern Europe. In general, there are low restrictions for well-skilled immigrants and professionals who tend to obtain working permits. The integration of immigrants from other Latin American countries, which represent the main group of foreigners in Chile, does not present significant difficulties as they share the same language and, up to a certain degree, a similar cultural background. About 1.5% of the population are immigrants, which represents, in comparison with its neighbor Argentina, quite a small percentage.

It is worth mentioning that the relationship between emigration and immigration in Chile is changing. While in the past Chile registered higher rates of emigration than immigration, this tendency is reversing nowadays due to economic development and political stability. Thus migration policy will be more important in the future, but no specific immigration policies have been implemented yet.

Cyprus

Score 4

Cyprus began a foreign labor guest-worker program in 1989, providing temporary immigration permits for workers mainly from Southeast Asia. In general, workers were given access only to specific labor sectors, and immigrants were not given long-term visas. A few years later, immigration by Pontian (Black Sea) Greeks from the former Soviet Union was encouraged, along with Russians and others, which prompted some policy changes. Entry into the European Union in 2004 led to increased numbers of EU immigrants, in particular after 2007; today, these form a considerable part of the labor force. However, the Council of Europe's European Commission on Racism and Intolerance (ECRI) report noted in March 2011 that "Cyprus has no integration policy."

Cyprus is under pressure to comply with EU standards, but its policies discourage long-term integration. Indeed, they score poorly on most indicators, including labor market access, culture and education, family reunion, political participation and access to citizenship. The Migrant Integration Policy Index (MIPEX) ranks Cyprus second-last among 31 countries.

Laws are not favorable to workers' market access or long-term labor-market integration. Non-citizen workers are often limited to market sectors that do not attract Cypriots. In addition, foreign workers have limited rights in many

areas. For non-EU immigrants, time limits on working permits preclude any ability to obtain long-term resident status.

During the period under review, the government adopted policies for providing education to all children as part of the compulsory education scheme, including access to language classes that may assist in integration. Family reunification policies are limited, with restrictive eligibility criteria such as the need to show 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, although very rich depositors can acquire citizenship with less trouble.

Cyprus has been hesitant in confronting issues related to integration. Improvements made during the period under review show that the existing regulatory framework needs to be implemented in a more sustained manner by the state authorities. This is particularly true in times of economic crisis, which are marked by increased competition in the labor market.

Citation:

1. Cyprus assessment by MIPEX, <http://www.mipex.eu/cyprus>

2. Council of Europe, ECRI report on Cyprus, published 31 May 2011, available at, <http://www.coe.int/t/dghl/monitoring/ecri/country-by-country/cyprus/CY-P-CbC-IV-2011-020-ENG.pdf>

Japan

Score 4

In spite of its aging population, Japan still maintains a very restrictive immigration policy. 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. For longer-term employment, however, they have to pass a professional test that demands a high level of Japanese language proficiency. In the first few years of the program, less than 5% of trainee nurses and caregivers were able to pass this test. In early 2012, it was reported that this ratio had increased significantly.

In December 2011, a program was introduced seeking to attract 2,000 non-Japanese with a “high degree of capability.” Access to five-year visas and ease in achieving a permanent residency status is based on a points system. The new LDP-led government announced in early 2013 that it would review the new system soon, possibly with an eye toward raising the number of immigrants through a relaxation of the rules. Nevertheless, the Japanese government still seems reluctant to embrace immigration. The nationalistic viewpoints held by many LDP lawmakers pose particular challenges in this regard.

For existing foreign residents, the 2009 revision of the Immigration Law, which came into effect in 2012, brought a number of important changes. On the one hand, some strict rules were relaxed. For instance, for medium-term foreign residents, the maximum period of stay was extended from three to five years.

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.

Mexico

Score 4

Mexican integration policy is poor to non-existent. The Mexican narrative and national psyche tends to assume that migration is the path to emigration. Mexico was and remains a major source of emigration but has not really addressed the problems of immigration. 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. However, there are serious problems with migrants from Central America, both those seeking eventual entry to the United States and also the minority who want 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. They also downplay the number of criminal attacks which Central American immigrants are subject.

Slovenia

Score 4

The number of foreign residents in Slovenia dropped by 4,800 or 6% from May 2008 to April 2011 and has continued to fall since then because of the economic crisis. Both the Pahor and the Janša governments have paid little attention to the integration of migrants. Slovenia does not accept jus soli and full dual nationality, and migrants have only very limited opportunities to participate politically or to reunite with their family. Employers complain that the procedures for recruiting foreign workers are overly bureaucratic and too time consuming.

Turkey

Score 4

Despite growing levels of labor migration and settlement from the Caucasus region, the Balkans, the Middle East and countries of the European Union, Turkey does not consider itself to be an immigration country and therefore lacks an official integration policy.

To some extent, however, the 2008-initiated Social Support Program (SODES) covers aspects of social integration. SODES was originally founded in nine cities in 2008 and was extended to 30 cities by 2012. From 2008 to 2011, 4,200 projects were enacted to encourage social inclusion through local-level projects in culture, art and sports.

The fate of the Roma is a key subject in the debate over social integration in Turkey. Roma have still poor access to regular employment and are still subject to prejudice and discrimination (with regards to housing, health care and government identity cards). The government during the period continued efforts to improve the situation for the Roma population. In December 2009, the government for the first time organized a workshop with the goal of finding solutions for Roma problems. During the review period, a Public-NGO Dialogue Group for Roma was founded. In general, to better integrate Roma into Turkish society, the government should extend state-founded social inclusion activities and work to increase the employability of Roma.

Citation:

European Commission: Turkey - 2012 Progress Report, SWD(2012) 336, Brussels 10.10.2012.

Ministry for EU Affairs: 2012 Progress Report prepared by Turkey, Ankara.

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 need 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.

Malta

Score 3

Malta has no formal integration policy, and although it grants refugee status to immigrants coming from vulnerable states in line with international obligations, it has not addressed the integration of these and other immigrants into Maltese society. In October 2011, Marsa Open Center Director Ahmed Burge stated that Malta's asylum policy makes little provision for the integration of refugees or migrants into broader society. A 2011 study by the British Council and Migrant Policy Group ranked Malta 28 out of 31 European countries in terms of immigrant integration. A 2010 report by the Jesuit Refugee Service found that it was extremely difficult for migrants who moved out of migrant centers to integrate into communities in the hope of finding gainful employment to re-enter the same open center system if they subsequently lost their source of income.

Migrants granted subsidiary or humanitarian protections are not eligible for unemployment benefits, and as a result, migrants wanting to seek work and their own accommodation think twice before doing so. If a migrant loses his job, they end up not only jobless but homeless and with no social safety net. The Migrants Integration Policy Index in 2011 states that "Malta is only beginning to address immigration and asylum and those who stay are starting to participate in limited integration programs, often EU funded."

The report concludes that eventually migrants can become long-term residents but few become Maltese citizens and that there are "some of the longest waits for family reunion," and that the island "has one of most exclusionary naturalization policies in Europe." Indeed, pathways to nationality pose problems for migrants irrespective of their country of origin. The minister responsible for home affairs has the final say on whether nationality is granted, and there is no appeal. The process for applying for naturalization is also not sufficiently transparent.

Citation:

http://www.timesofmalta.com/article_s/view/20130506/local/Report-shines-light-on-murky-process-of-becoming-a-citizen.468507

The Migrants Integration Policy Index 2011

Interview with the Marsa Open Centre director Ahmed Burge. Times of Malta 31/10/11

DEVAS National Report, Malta. (2010). Civil Society Report on the Detention of Vulnerable Asylum Seekers and Irregular Migrants in the European Union. Malta: Jesuit Refugee Service

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