



PRAGUE PROCESS
ПРАЖСКИЙ ПРОЦЕСС

This project is funded
by the European Union



ERIS Joint Manual

on Principles, Procedures and
Standards on Integration Policies

July 2015





PRAGUE PROCESS
ПРАЖСКИЙ ПРОЦЕСС

This project is funded
by the European Union



The Manual on Principles, Procedures and Standards on Integration Policies was developed in the framework of the project **ERIS** (*Development of Joint Principles, Procedures and Standards on the integration of Immigrants, with specific focus on Labour Immigrants, between the Russian Federation and European partners in the context of the Prague Process Action Plan*), funded by the European Union and implemented from 2013–2015.

The Manual is the result of the joint work of experts from migration and integration authorities from the Czech Republic, Austria and the Russian Federation, supported by the International Centre for Migration Policy Development (ICMPD) in the framework of the ERIS project. The aim of the Manual is to present state integration policies in a comprehensive way; their theoretical backgrounds; their links to other policy areas as well as concrete examples from integration practice. It wants to offer principle suggestions and recommendations on how to build and further develop national integration systems.

The ERIS project was implemented under the umbrella of the Prague Process. The Prague Process is a targeted migration dialogue promoting migration partnerships and information exchange among the countries of the European Union, Schengen Area, Eastern Partnership, Western Balkans, Central Asia, Russia and Turkey. The ERIS project and Manual contributed to the implementation of the fourth priority of the Prague Process Action Plan (“Promoting integration of legally residing migrants in their host societies”). Thus, the Manual shall serve as an informal point of reference for national capacity building in the area of integration for all Prague Process participating States.

This Manual has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of the ERIS partners and can in no way be taken to reflect the views of the European Union.

The electronic version of this document is available at:
www.pragueprocess.eu; www.icmpd.org

Contact

International Centre for Migration Policy Development (ICMPD)
Prague Process Secretariat
Tel: +43 1 504 4677 0
Fax: +43 1 504 4677 – 2375
icmpd@icmpd.org

Contents

FOREWORD	7
ABOUT ERIS	9
AIM OF THE MANUAL, METHODOLOGY AND STRUCTURE	10
SECTION I. GENERAL PRINCIPLES OF INTEGRATION POLICIES	
I.1 Recent trends in integration policies – European context	13
I.2 Integration systems of the ERIS countries:	
Austria, Czech Republic and Russian Federation	17
I.3 The role of receiving societies in the integration process	23
I.3.1. Changing attitudes of the majority population towards immigrants	23
I.3.2 Making the regular structures more receptive to migrants	24
I.3.3 Anti-discrimination policies	25
I.4 Immigration and Integration	27
SECTION II. MAIN ELEMENTS OF INTEGRATION POLICIES	
II.1 Pre-departure integration measures	30
II.1.1 Pre-departure language testing	31
II.1.2 Pre-departure orientation measures	33
II.1.3 Pre-departure measures and organised recruitment	36
II.2. Immigrants' orientation	39
II.2.1 Access to information and information channels	39
II.2.2 Principles of effective communication	41
II.2.3 Topical areas covered by orientation measures and materials	42
II.2.4 Layout aspects of printed information materials	44
II.2.5 Follow up and evaluation of orientation measures	44
II.3 Language Integration	46
II.3.1 Language acquisition policies for young immigrants	48
II.3.2 Language testing	51
II.3.3 Language courses for adult migrants	53
II.4 Labour Market Participation	56
II.4.1 Economic benefits from immigration	57
II.4.2 Administrative environment and labour market integration	59
II.4.3 Selected categories of immigrants at the labour market	59
II.4.4 Labour market integration in the receiving countries	64
SECTION III. BUILDING OF NATIONAL INTEGRATION POLICIES	
III.1 Building of national integration policies	69
III.1.1 The integration policy cycle	69
III.1.2 Methods of monitoring and evaluation	74
ANNEX	
2nd Ministerial Conference of the Prague Process Action Plan 2012-2016	78

Foreword

Immigration and immigrant integration are among the most discussed topics in many immigration countries. This refers to countries with a long history of immigration and to more “recent” immigration countries, in both there is a vivid discussion on integration at political, public and academic levels. As a phenomenon, immigration poses both opportunities and challenges. On the one hand, well qualified labour immigrants help to meet the demands of labour markets and solve challenges linked to negative demographic trends. On the other hand receiving societies have come to realize that the absence of effective and coordinated state integration policies result in very practical problems whose solving is an often difficult, long term and costly exercise.

Recently, many of the traditional emigration countries have turned into attractive destinations for immigrants from other countries. This trend – which can be observed in many Prague Process participating States – goes hand in hand with economic growth in the countries concerned and new needs resulting from demographic developments, especially at national labour markets. Integration is, however, a highly complex process and state integration policies in the more traditional immigration countries underwent substantial changes in paradigm over the last 10 – 15 years. All this makes it difficult for authorities of “newer” immigration countries to get oriented and understand how to best respond to newly emerged challenges.

In this respect the three countries involved in the ERIS project, Austria, the Czech Republic and Russian Federation decided to develop this Manual on “Prague Process Standards on Integration” and make it available to all Prague Process participating States that are about to build their national integration systems or attempt to further develop them.

Integration policies differ between countries due to their specific contexts, the size and composition of migrant populations and other factors. At the same time, as the cooperation within the ERIS project has confirmed, even countries with different general characteristics and a different immigration situation share common challenges and have developed similar responses when it comes to immigrant integration. Taking this into account, the ERIS Manual wants to present and discuss philosophies, objectives and examples of concrete integration policies, measures and programmes but leaves it up to the readers to consider which of them may be successfully transferred and adapted to their own national contexts.

In particular, the Manual presents practices in the field of pre-departure preparation of immigrants, orientation measures after arrival, specific measures in the area of language acquisition and integration in the labour market. Furthermore, it offers recommendations regarding administrative and institutional aspects of integration management, and the measurement and evaluation of integration process. Last but

not least the Manual discusses the role of the receiving societies, since integration is understood as a mutual and two-way process, which entails rights and obligations for both immigrants and the receiving society.

Integration policies require funds and resources and it may take some time before they show their positive results. From a medium to long-term perspective integration policies constitute an investment with very high return. Effective state integration policies help to enhance the positive effects of immigration (meeting of labour market demands, gains in human capital, compensation for negative demographic trends, raise of cultural diversity, development of immigrant sending countries etc.) and to prevent negative consequences (societal disintegration, security, spatial segregation, xenophobia, brain waste, labour exploitation etc.). Last but not least, integration measures help immigrants to fulfill their life plans and aspirations, to build their livelihoods in a new environment and to find a new home in the receiving country. Thus, state integration policies constitute a powerful instrument, and the investment in well-designed integration measures is certain to pay off.

I am firmly convinced and truly hope that you will find this Manual a timely and useful tool for your further work in area of immigrant integration.



Tomas Urubek

Department on Asylum and Migration Policy
Ministry of Interior of the Czech Republic

About ERIS

The current Manual is one of the main outcomes of the project ERIS – EU-Russian Integration Standards.

ERIS (*full title Development of Joint Principles, Procedures and Standards on the integration of Immigrants, with specific focus on Labour Immigrants, between the Russian Federation and European partners in the context of the Prague Process Action Plan*) was implemented during the period 2013-2015 as an EU-funded project in which state authorities from Austria, the Czech Republic and the Russian Federation exchanged knowledge and practices in the field of the integration of foreigners. In particular, the Austrian Federal Ministry of Interior and Federal Ministry of Europe, Integration and Foreign Affairs; the Ministry of the Interior of the Czech Republic; and the Russian Federal Migration Service participated in the project. The International Centre for Migration Policy Development provided organisational and expert support throughout the whole implementation period.

The overall objective of the ERIS project was to contribute to the further development of migration management systems in the area of integration of legally residing immigrants. Specifically, the project facilitated an exchange of knowledge on integration policies between project partners regarding the legal, institutional, procedural and organisational requirements for functioning integration policies. It established and

maintained institutionalised cooperation between participating partners' migration and integration authorities. Finally, the project aimed at the joint development of principles, procedures and standards on integration policies that are laid down in the Manual at hand.

The philosophy of ERIS was based on the premise that challenges and opportunities linked to integration show a number of similarities for all migrant receiving states but that at the same time specific responses need be employed in particular countries according to their respective situation. Thus, states have developed their own answers to general and specific integration challenges, and the exchange of corresponding Good Practices and Lessons Learned adds value to the further development of integration policies in the participating states.

The ERIS project sought to contribute to the implementation of the Action Plan of the Prague Process¹ that covers integration of foreigners as one of its 22 specific targets. The project has been implemented under the umbrella of the Prague Process and it was agreed that the project outcomes, elaborated jointly by Austria, the Czech Republic and the Russian Federation, will become available for all Prague Process states as a point of reference for national capacity building in the area of integration.

1 The Prague Process is a targeted migration dialogue promoting migration partnerships among countries of the European Union, Schengen Area, Eastern Partnership, Western Balkans, Central Asia, Russian Federation and Turkey (50 participating states). The promotion of integration of legally residing migrants is one of the 22 priorities of the Prague Process Action Plan for 2012-2015 endorsed in November 2011 at the Ministerial Conference in Poznan. See Annex I.

Aim of the Manual, methodology and structure

The Manual:

- introduces key elements of integration policies and explains their links to other policy fields;
- presents existing policy examples, Good Practices and Lessons Learned;
- suggests a step-by-step guide on how to build or further develop national integration systems.

Aim of the Manual

The present Manual is the result of more than two years of intense knowledge exchange and experience sharing in the areas of immigration and integration policies that took place between the responsible authorities from Austria, the Czech Republic and the Russian Federation in the framework of the ERIS project.

The aim of the Manual is to present in a comprehensive way state integration policies; their theoretical backgrounds; their links to other policy areas as well as concrete examples from integration practice. Last but not least, the Manual wants to offer principle suggestions and recommendations on how to build and further develop national integration systems.

In developing the Manual, the authors – integration experts from the three ERIS participating countries and ICMPD – tried to present all described policies in the specific contexts within they were initially introduced. Integration policies differ between countries to a certain degree, particularly when it comes to specifically developed policy responses; at the same time it is possible to identify certain integration challenges and subsequent responses that are common to the situation in the majority of immigration countries. The simultaneity between differences and similarities in integration processes and policies in three countries with different immigration histories and traditions was well confirmed during the implementation of the ERIS project. In view of this, the Manual does not aspire to provide an exact and universal plan for building integration systems; but to provide a tool box of conclusions, recommendations and policy examples, that can be applied and adapted to different contexts.

Relevance of the Manual for Prague Process participating States

As stated above and despite all differences, challenges and opportunities linked to integration show a number of similarities for all migrant receiving States and societies. Involvement of and mutual exchange between state authorities who have gathered experience on related policies and measures on common principles, procedures and standards benefits their own capacities by learning from one another and by jointly working towards an improved quality of integration policies; but it also allows for the transfer of the established knowledge to those States who are in earlier stages of development of their national integration systems. The

respective situation regarding immigrant integration, however, will always differ when it comes to the size of the immigrant populations; the social, cultural and religious backgrounds of migrant communities; and the given immigration history. Thus, States have developed specific answers to their specific challenges.

Another important aspect that makes this Manual useful for countries participating in the Prague Process is based on the fact that in recent years the traditional migrant sending countries more and more turned into destination countries for international migrants as well. This trend results from successful transformation and economic growth which continues to enhance their attractiveness for labour migrants. Demographic developments play their part as well; those countries with ageing overall populations and shrinking working age populations increasingly depend on immigrants to fill labour supply shortages, a trend that will affect many Prague Process participating States even more in the future. Such shifts in migration patterns pose new challenges for the migration authorities of countries concerned with a view to building functioning integration policies and systems.

Thus, integration policies are embedded in concrete historical, political, economic and cultural environments and their respective set-ups have to reflect the specific immigration situation in the country, including size and composition of the migrant population. In view of this, it is difficult to propose universally applicable approaches and methodologies for building an integration system. That however does not imply that the immigration countries with established integration systems would not have to offer important knowledge and experiences to the countries that are at the “starting point” of developing an integration system. The opposite is the case – countries like Austria, the Czech Republic or the Russian Federation can share a lot of Good Practices and Lessons Learned in the area of integration. Thus, the Manual is intended to serve as a point of reference and a rich information source for policy makers who are engaged in building or further improving their national integration systems. Ultimately, it is on them to decide if and in which way the provided information and examples for integration policies and measures can be replicated in their respective contexts.

Development of the Manual

The Manual is built on the pillars, joint activities and knowledge exchange in the framework of the ERIS project. The actual cooperation between the partners started with a general exchange of information *on* and comparison *of* their respective integration systems. Following this, an analysis of recent developments in integration policies across EU Member States was conducted to compare the approaches taken by ERIS partner countries with EU-wide trends and state of the art

in policy making. As a next step, the ERIS partner countries discussed and agreed priority areas they considered most important when it comes to integration policies. These included amongst others pre-departure preparatory and post-arrival orientation measures; the role and operating of integration centres; language acquisition and testing; and integration in the labour market. The subsequent exchange of knowledge and experience, desk research, workshops and study visits were organised accordingly. The structure of the Manual reflects the agreed priority areas as well:

- The Manual starts with a conceptual **introduction** to the fields of integration, integration policy and integration management, which focuses on general trends and recent developments.
- The integration systems of the three **ERIS partner countries** are presented in a comparative summary that depicts both similarities and differences between the respective national models.
- The conceptual introduction contains an analysis of the link between **immigration** and **integration**. It is widely acknowledged that the success of individual integration processes to a large extent depends on the preparedness of immigrants. At the same time integration policies need to be adjusted to the particular profiles and needs of specific immigrant groups.
- The second section of the Manual addresses specific areas of integration and the sequence of steps of individual integration processes. In line with these steps, the first chapter deals with **pre-departure integration measures**. This more recent approach in integration policies offers room for bilateral cooperation between countries of origin and destination but also includes awareness raising campaigns, language and vocational training, testing of language knowledge or the organised recruitment of labour immigrants.
- The second chapter in this section analyses **orientation** measures conducted after immigrants' arrival in the country of destination. Thus, the chapter addresses the setting up and operating of **integration centres** by which many countries organise the concrete implementation of **integration measures** for newly arriving immigrants.
- The third chapter discusses **language** acquisition as the cornerstone for immigrant integration. It describes the principle approaches in organising language courses as well as the testing of language skills.
- The fourth chapter is dedicated to issue of integration and the **labour market**. Integration measures can only ensure full inclusion of immigrants if the individuals have access to socially acknowledged and financially rewarded activities. Employment or entrepreneurship are not only sources of income but also the basis for personal fulfilment and social recognition. They ensure economic independence

and increase social participation. Success on the labour market does not solely depend on the levels of preparedness, skills and motivation on the side of immigrants but also on the way in which the relevant national systems in receiving countries are organised; the immigration and residence systems, national labour markets and supplementary policies including recognition of qualifications, access of immigrants to mainstream labour market services substantially influence immigrants' labour market performance.

- The third section of the Manual summarises **institutional, administrative** and **organisational aspects** of integration management. It discusses questions such as the division of tasks among particular stakeholders, interagency cooperation, qualification requirements and training of staff delivering integration services.
- A separate chapter in this section addresses the issues of integration **indicators**, and the **measurement** and **evaluation** of immigrant integration that provide valuable feedback and information on social realities for the further improvement of integration policies.

Use of the Manual

The Manual is aimed to support competent authorities in countries that intend to build or further develop their integration policies. The conceptual parts aim at introducing to the topic and its subareas and at enhancing the general understanding of a highly complex process and its links to other policy areas. The subsequent practical parts aim at describing examples of concrete integration policies and measures in the various subareas, as points of reference for the further development of national integration systems of Prague Process participating States.

In order to ease orientation in the text, the Manual applies different graphical solutions for particular types of information, such as examples of national practice or recommendations. Most national examples are accompanied with references to the respective information source where additional information can be found.



SECTION I.

GENERAL PRINCIPLES OF INTEGRATION POLICIES

I.1 Recent trends in integration policies – European context

In most European destination countries of international migration flows, integration became the focus of attention during the second half of the 1990s. Before that time, immigration policy had traditionally focused on domestic labour market needs and pursued a ‘rotation principle’. The intention was to recruit foreign labour force on a temporary basis and return labour migrants to their home countries after completion of their jobs or in times of an economic downturn. During the 1990s, however, states had started to realise that, contrary to the initial concept, immigration to their territories was not of a temporary nature, and a large share of labour immigrants had decided to settle in their host countries on a permanent basis. Subsequently, many of these labour migrants were followed by their relatives, and family migration developed into a main form of immigration to European countries of destination. In parallel, labour market developments in times of slowing economic growth had put immigrants in particularly vulnerable positions with regard to job security and labour market inclusion. These trends led to the conclusion that targeted action would be needed to avoid further exclusion of immigrants and to counter negative developments with regard to public acceptance of immigration and social cohesion in the host societies.

The debate on integration has not yet resulted in a commonly accepted definition of the underlying concept. However, all integration policies have in common one major objective. Central to the concept of integration policies is to make sure that migrants acquire the necessary means to participate in the economic, cultural and social life of the receiving societies, benefit from equal access to rights and opportunities and are subject to the same duties as the domestic population.²

Integration policies are formulated along three dimensions. **Structural integration** refers to immigrants’ participation in the economic life, and access to the education and health systems of receiving countries. **Social and cultural integration** refers to immigrants’ participation in social life and their orientation on commonly shared values. **Political integration** refers to foreigners’ participation in the political decision-making process.

Thus, integration is understood as a **mutual and reciprocal process**, requiring the involvement of both the migrants and the resident population as a precondition for its success. This notion has found its expression in the introduction of integration contracts or agreements, which have to be fulfilled by immigrants on a mandatory basis

As a crosscutting issue, integration policies are not only linked to other migration policies but also to a broad number of other policy areas, such as: labour

market policies, policies on education, health, or housing. Specifically targeted measures in the area of integration regularly comprise: language tuition; targeted job training; introduction to history, culture and general values of host societies; or specific programmes addressing the needs of female migrants or young immigrants.

3 dimensions of integration

1. Structural integration

Immigrants’ participation in the **economic life**, access to the **education, health and welfare systems**.

2. Social and cultural integration

Immigrants’ participation in the **social and cultural life**, and their **orientation on commonly shared values**.

3. Political integration

Immigrants’ participation in **political decision-making processes**.

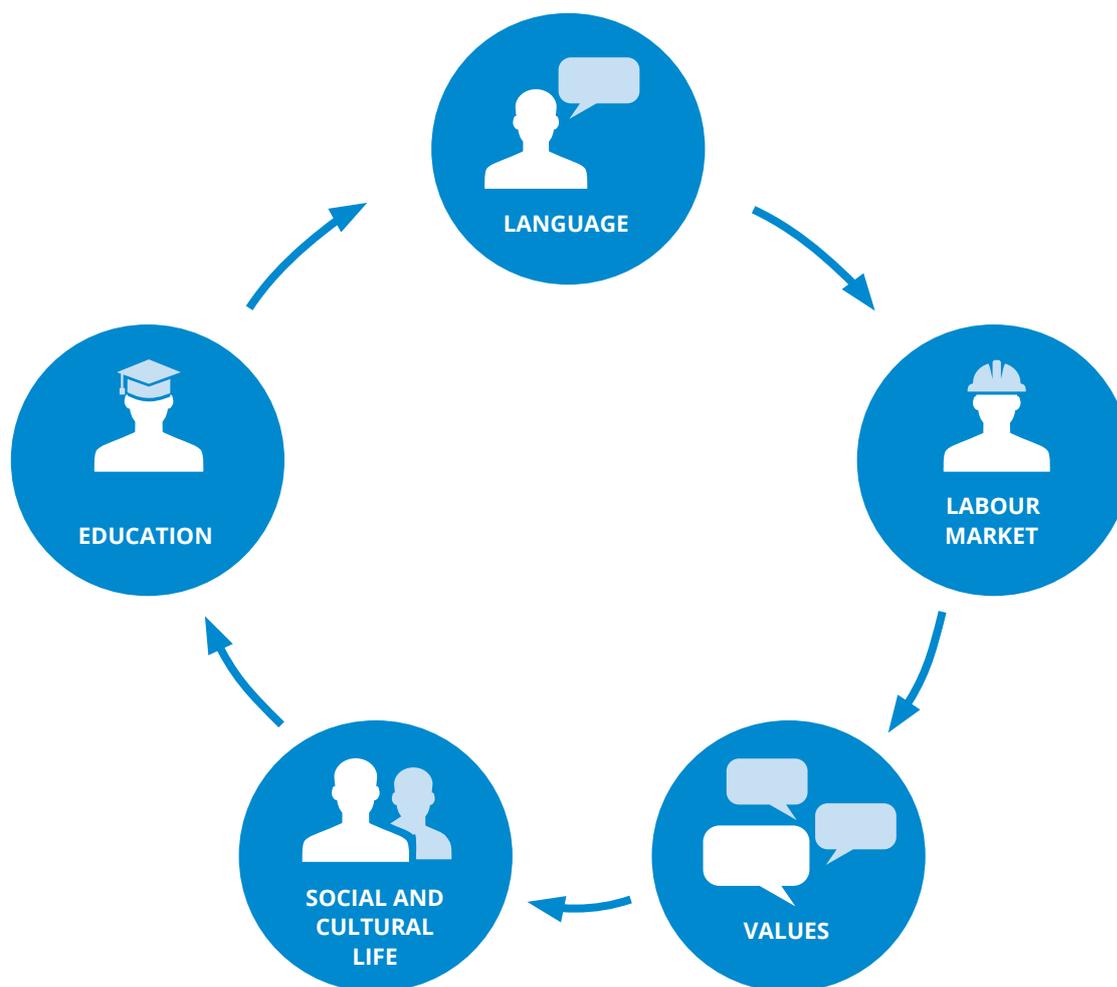
Successful integration policies have to meet a number of challenges:

- They have to define the concept of “integration” that should be applied, to assess and measure the degree of integration or non-integration of immigrants within the society, and to develop related quantitative and qualitative indicators.
- They have to adapt the so called “regular structures” (such as the education, health or employment systems) to changing compositions of migrant populations.
- They have to develop concrete integration measures, really catering for enhanced economic and social inclusion of migrants.
- They should consider the involvement of migrant communities or diasporas in the development of integration measures to make them more targeted and to better reach out to the target groups.
- They have to consider the impact of factors outside the reach of integration policies, such as economic developments, labour market developments, housing prices etc.
- They have to gain public acceptance for publicly funded integration measures and ensure the acknowledgement of integration efforts taken by migrants.

European States have developed different approaches in addressing these challenges in the context of their national situation and the immigrant groups residing on their territory. Integration challenges differ between countries but they also show similarities. Some of the main trends in responding to these challenges shall be shortly described in the following sections.

² The right to full political participation forms an important exception in this context.

Scope of integration measures



1. Trend: „Early or earliest possible intervention“

„Integration measures should start at the earliest possible stage of an individual integration process or biography“

Based on past experience many states have come to the conclusion that integration measures will be most successful if they intervene as early as possible in an individual integration process. Immigrants should be acquainted with the language and culture of the host country immediately after their arrival. A number of measures aim at ensuring this goal:

- Intensive language courses for new immigrants shall provide them with a language level, which enables them to participate in the economic, social and cultural life of their host society as early as possible;
- Language courses and language tests in the country of origin, which oblige applicants to acquire and prove a certain language level before they actually enter the host country;
- Higher intensity of integration programmes and courses, which shall provide immigrants with language competency above previous requirements.

Thus, States increase the requirements towards language competency and the related training measures in various ways. To list only a few examples: **Austria** has introduced a compulsory “kindergarten year” to promote early childhood language acquisition.³ **Germany** has planned to establish up to 4,000 special day-care facilities with a focus on “language and integration”.⁴ **Belgium** has defined young children between the age of 2.5 and 5 years as a new target group for integration measures. Belgium and the **United Kingdom** have started to offer language courses for migrants and their family members in countries of origin.

As the above examples show, many immigration countries emphasise language acquisition as the main objective of their integration measures. However, there is a clear trend towards broadening and supplementing this focus, namely with a view to labour market related integration measures or to the raising of awareness about the legislation of the receiving country, like emphasised in the **Russian Federation**.

3 <http://www.bmfj.gv.at/familie/kinderbetreuung/evaluierung-verpfl-kindergartenjahr.html>

4 <http://www.bmfsfj.de/BMFSFJ/Kinder-und-Jugend/kinderbetreuung.html>

2. Trend: „Labour market focus of integration measures“

„Integration measures increasingly target vocational training and labour market integration of new immigrants“

Integration measures increasingly target vocational training and labour market integration of immigrants and put language training in this context as well. This trend is based on one fundamental insight: without successful integration in the labour market and without migrants having a job, all personal and state-led integration measures will have no real effect.

A number of measures aim at ensuring this goal:

- Thorough assessments of professional skills existing on side of migrants;
- Targeted support during job search by the authorities;
- Integration measures directly implemented at the workplace.

To list only a few examples: **France** conducts a formal assessment of the professional qualifications of the immigrant in question at the end of the year the individual integration agreement had been signed.⁵ The assessment forms the basis for referral to employers or further vocational training. Under the headline “Integration on the Shop Floor”, **the Netherlands** provide employers with the possibility to obtain special funds when they invest in targeted and labour market oriented language training of their employees.⁶ **Portugal** and **Spain** try to facilitate the formal recognition of foreign qualifications and certificates.⁷ Related measures are of special importance, as many migrants fail to overcome formal barriers or sectoral protection. Related openings for migrants are a politically sensitive area as they might touch upon the interests of the domestic population. However, such openings have to be considered in the interest of both migrants and the host society, which loses a lot of the potential migrants might have to offer if these openings do not take place.

Depending on their country of origin, their skills and education, their cultural background, their linguistic affinity or distance, traditions and role conceptions, migrants form a diverse population. This basic fact leads to another trend in integration policies, namely the diversification of integration measures and the development of target group related programmes.

3. Trend „Increasing diversification of integration measures“

„Increasing administrative responsibilities and enhanced institutional, staff and financial resources result in a trend towards a diversification of integration measures“

5 Recognition of qualifications and competences of migrants. IOM 2013, p. 31.

6 Developments in Dutch migration and asylum policy. EMN. 2011. P. 31.

7 See f.i. The Integration of Immigrants in the Portuguese Labor Market. Reis Oliveira, Catarina, 2008. Retrieved from http://pdf.mutual-learning-employment.net/pdf/CZ08/portugal_official_CZ08.pdf

Such a trend is not entirely new. Integration policies have always been target group specific and diversified. However, due to the increasing coverage of integration measures and the increasing institutional, personnel and financial resources, this trend got even reinforced. Integration policies try to develop and implement “tailor-made” interventions to the benefit of clearly defined target groups and their respective integration needs. Related approaches, which focus on specific target groups and are currently followed by many European States, comprise amongst others: specific measures for young immigrants/children, specific measures for female immigrants, or specific measures according to educational level and professional qualification.⁸

The diversification of integration measures goes hand in hand with another recent trend in integration policies, namely the customisation of integration measures.

4. Trend: „Customisation of integration measures“

„Integration measures try to develop customised solutions for the individual case“

Integration measures increasingly try to address the individual case and to develop corresponding solutions. As a matter of fact there is a number of integration challenges the majority of immigrants have in common, such as language acquisition, labour market integration or the recognition of skills and qualifications. At the same time integration is always an individual process as well, unfolding over longer time periods, where migrants are confronted with a number of smaller or bigger personal problems they have to overcome.

States respond to these challenges by a “customisation of integration measures”. The basic idea is to provide immigrants with individual support in the framework of general integration programmes. A number of measures aim at ensuring this approach:

- “Case-by-case counselling” and development of an individual integration plan;
- “Integration guides”, i.e. specifically trained representatives from immigration or integration authorities, accompanying migrants at certain stages of the integration process;
- Specific mentoring programmes involving special staff or well-integrated representatives from immigrant communities assisting their newly arrived co-nationals.

To list a few examples: **Germany** advises (adult) immigrants on a case-by-case basis, counsellors and immigrants jointly analyse existing competencies of the latter and subsequently prepare an individual integration plan, whose subsequent implementation is overseen by a special “integration guide”.⁹ **Sweden** follows a similar approach with “integration plan” and “integra-

8 The issue of diversification is in detail elaborated in chapter II.2 and II.3 of this Manual in relation to language and integration courses and education of immigrant youths.

9 Heckmann, Friedrich. Welfare State Integration of Immigrants: the Case of Germany. Bamberg, 2012, p. 11.

tion guide"¹⁰, the **United Kingdom** has introduced a comparable "mentoring programme".¹¹

Individual integration plans shall not only address individual integration challenges in a more targeted way, they shall strengthen a sense of self-responsibility among migrants as well when it comes to their successful integration. The notion that personal efforts to integrate successfully in the host society are an obligation for immigrants is also expressed in integration measures, which include incentives and sanctions.

5. Trend: „Incentives and sanctions“

„Successful individual integration processes shall be rewarded, in case of failures sanctions shall/can be imposed“

States try to implement measures which reward immigrants in case of successful integration but also know sanctions in case of failed integration. This approach is not entirely new, the **integration agreements** or **contracts**, which European States introduced in the first decade of the new millennium mostly carried the option to withdraw a residence permit in case of non-compliance. However, this instrument was and is used only for a small minority of related cases. A rather new approach is to add incentives to integration measures, which reward successful integration efforts of immigrants. To list a few examples: **France** has introduced "fast-track procedures" or "preferential treatment" for resident permits or access to citizenship for immigrants who can prove to the authorities that they had particular success in their integration efforts. **Sweden** provides financial incentives; the municipalities can pay a performance-oriented bonus to migrants who have successfully completed their language course within 12 months duration.¹²

The question how integration can be measured is another issue high on the agenda of integration policies. One approach followed by States is the development and implementation of integration indicators.

6. „Integration Indicators“

„The state of integration shall be measured, the results of integration measures shall be monitored and evaluated“

In recent years, many European States have introduced so called "integration indicators". These indicators shall measure the state of immigrant integration by use of statistical methods. Thus, the chosen methodologies differ from country to country. Some States use a small number of "key indicators" (like employment rate, income or educational level); others use more than 100

indicators. Regardless of the used methodology, it has to be stated that it is very difficult to precisely measure the state of integration in a country. However, the indicators have proved very useful when it comes to identifying certain problem areas or immigrant groups who find it particular difficult to successfully participate in the economic, social and cultural life of their host countries. At the same time, European States also try to measure the direct impact of their integration measures and programmes. They want to know to which extent participation in courses and programmes has improved the capability of immigrants to integrate successfully. They want to learn how to improve their programmes and how to adapt them to changing environments or different immigrant groups. In this regard, the involvement of immigrants in related surveys and monitoring is a key aspect. Immigrants are in the best position to let administrations know what their concrete integration needs and challenges are and where courses and programmes should be adapted to better meet them.

10 The Integration of Immigrants in Sweden: a Model for the European Union? Wiesbrock, Anja, Oslo, 2012, p. 5. Retrieved from http://timbro.se/sites/timbro.se/files/files/reports/the_integration_of_immigrants_in_sweden_ori.pdf

11 See f.i. Mentoring practices in Europe and North America. MPI Europe, 2015, p. 23.

12 The Integration of Immigrants in Sweden: a Model for the European Union? Wiesbrock, Anja, Oslo, 2012, p. 5. Retrieved from http://timbro.se/sites/timbro.se/files/files/reports/the_integration_of_immigrants_in_sweden_ori.pdf

I.2 Integration systems of the ERIS countries: Austria, Czech Republic and Russian Federation

Austria, the Czech Republic and the Russian Federation are important countries of destination for international migrants. As per January 2014, **Austria** had recorded a total of 1,066,000 foreign citizens (persons without Austrian citizenship), representing 12.5% of the total population. Today, almost 20% of the population of Austria, a country with extensive experience of receiving immigrants, have an immigration background, i.e. have a non-Austrian citizenship, are naturalised immigrants or descendants of immigrants. The numbers become even more significant when looking at the capital city of Vienna, where 39% of the population have a migration background and one out of two students of elementary schools (55%) has other mother language than German. The **Czech Republic** has more recently developed into an important destination for international migrants. With a total of 455,570 foreign citizens registered, the share of migrants among the population has reached a total of 4% in a comparatively short time. It is expected to continue to grow further also in the context of family reunification of labour immigrants with their family members. When looking at immigration figures, **Russia** represents one of the most attractive destinations for labour immigrants in Europe. For the period of January-March 2015, more than 5 million foreign citizens and stateless persons were registered on the territory of the Russian Federation.¹³ Almost 11 million foreigners stay in the country and seven more millions are expected to arrive before 2030.¹⁴

Against the background of existing labour market demands and demographic developments, immigration is largely perceived as a necessity rather than an option. However, it is a fact that immigration alone is not suited to fully outweigh the effects of existing demographic structures and low birth rates. Immigration will not solve all problems associated with aging societies and is no substitute for economic reforms but it can contribute to mitigating the effects of demographic aging. Immigration can form part of a global strategy, comprising broader labour market reforms, higher employment rates of women, higher employment rates of vulnerable groups, longer periods of participation, but also family policies that result in higher birth rates. As part of such a global strategy, increasing levels of immigration will be a reality and states will have to put even stronger efforts to manage immigration and integration in a beneficial manner.

In view of the considerable migrant populations residing on the territories of the ERIS partners today and in the future, and acknowledging that significant shares of migrant populations stay in their host countries on a long term or permanent basis, the discussion on functioning integration of immigrants and effective integration policies is high on the migration agenda. Though

countries of destination observe different immigration patterns, they all face challenges linked to integration. In **Austria** permanent immigration prevails with a comparatively large proportion of family reunification migration. In the **Czech Republic** and **Russia** labour migrants dominate and a large part of them are *formally* categorised as temporary or seasonal migrants. However, in reality the Czech Republic has already observed – and is expecting to also do so in the future – a trend towards long term and/or permanent immigration (currently, more than 67% of non-EU citizens have obtained a permanent residence permit). Immigration data for the **Russian Federation** reveal that most “temporary” immigrants stay in the country for more than 6 months.¹⁵

Thus, it is not only the duration of stay but also the composition of immigrant groups that underlines the importance of integration policies: In **Austria**, among non-EU nationalities, Turkey and Western Balkan countries represent the largest immigrant communities. In the **Czech Republic**, the immigrant population consists mainly of nationals of the linguistically and culturally relatively close Ukraine and Russian Federation but the Czech Republic also hosts a large number of immigrants from Viet Nam where such cultural proximity does not exist. Moreover, many labour migrants occupying unskilled and low skilled jobs in Czech cities originate from the rural areas of their home countries, a fact that often-times creates an additional cultural barrier to their successful integration. In the **Russian Federation** labour immigration from the successor states of the former Soviet Union has been perceived as a big asset for the country in cultural and linguistic terms. The immigration patterns to the Russian Federation, however, have undergone transformations and the newly arriving generations of migrants, especially the ones from Central Asian states, no longer have close linguistic, social and cultural ties with their host society. As a result, labour migrants arriving to the Russian Federation often do not have the general and professional education levels required on the Russian labour market and in many cases do not command the Russian language even on a basic level. To conclude, and despite the differences in the size of the immigrant populations; the social, cultural and religious backgrounds of migrant communities; and the past and present immigration patterns, all facts and trends provided by the ERIS partners on their respective situation confirm the importance of further developing sound and effective integration policies.

Policy responses

In view of the above, the growing importance of integration policies is reflected in the regulatory frameworks and migration policies of the three countries

13 <http://www.fms.gov.ru/about/statistics/data/details/130975/>

14 Rosstat, according to Mukomel, V. Integration of Migrants: Russian Federation. Carim East, 2013.

15 According to data from May 2015 retrieved from <http://www.fms.gov.ru/about/statistics/data/details/54892/>

concerned. Concretely, integration is articulated in national migration strategies and legislation; it is reflected in the necessary adjustments of institutional frameworks; and is brought into effect by a large number of specific integration programmes and initiatives on state, regional and local levels.

Aims and Principles of Integration Policies

All ERIS partners perceive integration not only as the successful adaptation of migrants to the conditions in destination countries but as an inevitable instrument to ensure social cohesion and peaceful relations between the various groups within the society. Integration is seen as a two-way process, which needs to involve both migrants and host societies in order to be successful. On the one side, there are concerns that not all immigrants are willing and/or capable to adapt and integrate. On the other side, little understanding of the situation of immigrants or even openly xenophobic attitudes towards migrants can be observed among the majority populations as well. Thus, integration measures in ERIS partner countries should not only address immigrants but also support activities that facilitate intercultural dialogue and improve the public perception on migrants based on their actual performance in the host country instead of where they come from.

The **Austrian** understanding of successful integration implies that immigrants have sufficient proficiency in German to participate in the labour market, to engage in training and further education and to interact with public sector institutions; are in a position to economically sustain themselves; and fully respect the rule of law and the fundamentals of the European and Austrian legal system and common set of values. But successful integration is understood to refer to the society as a whole. An *integrated society* is considered to be characterised by social mobility and openness. It shall allow individuals to live their lives self-reliantly and without being discriminated because of origin, language or colour. The Austrian integration model focuses on five areas: German as basis for successful integration; children and education; integration in the labour market; increasing employment of female immigrants; and enabling the municipalities to assume the main responsibility for integration measures.

The main aim of the **Czech** integration policy is to ensure that immigrants become independent and self-sufficient. Concretely, immigrants should become fully involved in the society and should be able to master all aspects of their own lives and that of their dependants. They should have or should be provided with the ability to lead a self-reliant life without being dependent on other entities in their communities. In this regard, the aim of the integration policy is to ensure that foreigners are aware of their rights and capable of fulfilling their obligations; have clear orientation in the new environment, customs, values and way of life of the host country; are not living in closed or parallel communities; understand and are able to communicate in Czech; are socially and economically independent and self-sufficient; and have sufficient information on where to find help and support in the event of need.

Russia sees as the most important factors of an effective social adaptation and subsequent integration into society the sufficient knowledge of the language of

the country on side of immigrants; good awareness of the foundations of the state structures and legal system; as well as of values, history, cultural traditions and norms, and codes of conduct. On the one hand, such compliance is seen as providing the most solid basis for strengthening societal unity and for promoting in the truest sense of the word the "integration" of Russian citizens and immigrants into one common legal framework; on the other hand it is believed to safeguard the legal interests, rights and freedoms of both Russians and the foreign citizens in the best possible way.

Integration strategies, legislation and action plans

The overall aims and principles of integration policies have found their expression in national integration strategies, legislation and action plans. In the **Czech Republic**, the government resolution "Policy for the Integration of Foreigners" was adopted in 2000 as the first policy document explicitly identifying integration as a policy task. This document provided the basis for the Czech integration policy and was updated in 2006 and 2011. The last update is the government resolution "Policy for Integration of Immigrants – Living Together"¹⁶. In the **Russian Federation**, integration of immigrants was formulated as one of the main priorities in the "State Concept on Migration Policy in the Russian Federation towards 2025" adopted in June 2012. In 2008, the **Austrian** government announced its plan to develop a "National Action Plan on Integration (NAP)" in order to enhance the cooperation for successful integration measures in Austria. The Ministry of Interior coordinated the cooperation between the Federal Chancellery, all Austrian ministries, Federal State Governments, Social Partners, the Austrian Association of Cities and Towns, the Austrian Association of Municipalities, the Federation of Austrian Industries and the most important Austrian NGOs in the field of migration and integration. The National Action Plan on Integration (NAP) was adopted by the Council of Ministers in January 2010.

Institutional framework

The increased importance of integration has resulted in the adaptation of the institutional frameworks and/or the establishment of specialised units and departments. In **Austria**, the Ministry of the Interior (MOI) established a new Department of Integration in early 2011. The Department consisted of two units responsible for the support and promotion of integration and for the coordination of integration policy related measures in Austria. The MOI was responsible for the coordination of integration measures between all authorities involved. In April 2011 a specific State Secretariat for Integration was established. The aim of the new State Secretariat was to improve efforts towards integration in Austria and to actively promote the integration of persons with migration background. Moreover, it tried to enhance public acceptance of immigration and to raise public awareness on the differences between legal and illegal migration as well as asylum and

16 <http://www.mvcr.cz/mvcren/file/updated-policy-for-integration-of-immigrants-living-together-pdf.aspx>

residence. In 2013, the integration department moved to the Federal Ministry for Integration, European and Foreign Affairs to open a new chapter of integration work in Austria, „highlighting the multi-faceted synergies that exist between integration work in Austria itself and the realm of international affairs“.¹⁷

In the **Czech Republic**, the institutional responsibility for integration was moved from the Ministry of the Interior to the Ministry for Social and Labour Affairs in 2004 and back to the Ministry of the Interior in 2008. Since then, the Department for Asylum and Migration Policy within the MOI is the main body responsible for the coordination of integration. The shift also illustrated the significance that was attached to integration and the intention to further develop this topic in close coordination with other main areas of migration policy and management. Notwithstanding this, as integration is perceived as a crosscutting issue, a broad variety of state authorities continues to be involved in both the formulation and implementation of relevant policies: namely the Ministry for Social and Labour Affairs, the Ministry of Youth, Education and Sports, the Ministry of Culture and others.

In the **Russian Federation**, raising importance of integration as one of the aims of state migration policy resulted in creation of new, specialized institutional structures. Thus, in September 2010 The Department dealing with issues of immigrants' adaptation and integration was established at the Federal Migration Service. Among the main directions of work of the Department the following should be highlighted:

- Drafting of legal acts in area of improvement of the Russian integration policy;
- Elaboration of programmes and projects on adaptation and integration of immigrants;
- Cooperation with civil society and religious organisations on questions related to the running of Russian language courses for immigrants, and questions related to the creation of the adaptation and integration infrastructure (centres of social, cultural and economic adaptation);
- The FMS gathers the following coordinating and advisory bodies that, among others, discuss proposals and recommendations towards enhancement of integration policies:
 - Expert Council of the FMS;
 - Public Council of the FMS.

In addition to the measures at state level, migration authorities in all three countries attribute high importance to the role of local authorities and actors „on the ground“ when it comes to the actual implementation of integration policies.

Language skills as a priority for integration.

It is widely acknowledged that command of the national language is the most important precondition for all dimensions of integration and the best safeguard against exclusion and exploitation. In the context of changing migration patterns and origins of immigrants, the Russian Federation has observed a worsening of the proficiency in Russian language among newly arriv-

ing immigrants from the CIS region, especially among immigrants from Central Asian states. The 2012 signed President Decree 602 “On ensuring of interethnic relations” introduces the obligatory testing of Russian language skills, history and legislation for foreigners who want to apply for a work permit (with exception of highly skilled specialists), patent, temporary residence permit and permanent residence permit. The requirement is further stipulated by the Federal Law from 20th April 2014 n. 74 “On introduction of changes in the Federal Law ‘On legal status of foreigners in the Russian Federation’”. The necessary integration infrastructure has been developed – currently 367 Russian language courses are available to immigrants; 89 of them conducted in synergy with regional branches of the FMS, 54 provide their services for free.

Besides that, in September 2013 the pilot projects “Centre of social adaptation of labour immigrants” were launched in the cities of Tambov and Orenburg. The main objective of the projects is the tuition of the Russian language, Russian history and legislation as well as participation in cultural-educational events. As regards the organisation of the cultural components of the programmes an important role is assumed by local religious and national unions. The project participants/beneficiaries have received training in the following subjects: Russian language, Russian history and basis of Russian legislation. For the future the FMS plans to build the adaptation and integration infrastructure also in other federal subjects of the Russian Federation. Furthermore, public consultative councils operate in all federal subjects of the Russian Federation; thus they focus on the activation and optimisation of the work of local NGOs dealing with immigrants.

Austrian authorities conclude that the problem of insufficient command of German among immigrant communities, most notably among the important Turkish community, is one of the main challenges to be addressed. Consequently, language tuition for groups with identified deficits is one of the main priorities of Austrian integration measures, for instance the obligatory “kindergarten” year for all children, including migrant children, or the introduction of language tuition courses adjusted to the age of migrants. The **Czech Republic** also reports that the knowledge of Czech is at rather low levels among specific immigrant groups. In this regard, Czech authorities have also observed that not all migrant groups are fully aware of the language courses offered; that some of them have only limited access to the courses because of timing of the courses (lack of evening courses); and that an insufficient number of competent language teachers might limit the efficiency of the tuition process. For the future, language courses shall become better available during all stages of migrants' stay in the Czech Republic; and be diversified according to the language levels of the target group, their thematic focus or the methods of tuition. In this context, the introduction of compulsory language tests as a precondition for obtaining certain types of residence or citizenship has been put in place.

Adaptation to values and the social and cultural life in host societies.

As stated above, all ERIS partners observe a trend towards increased immigration from countries of origin

17 <http://www.bmeia.gv.at/en/integration/>

without close historical, linguistic and cultural ties. This fact not only implies that the “new” immigrants often lack of sufficient language skills, general education levels and professional skills, it also implies that they find it difficult to adapt quickly to the values, social and cultural life in their host societies. **Russia**, for instance, has identified lacking competences or motivation to a quick adaptation and integration to the Russian society as one of the main challenges for its migration and integration policies. Consequently, an increase of the number of immigrants who show full readiness to adapt to the conditions in Russia and to integrate in the Russian society is defined as one of the strategic tasks of the migration policy of the Russian Federation. This task is explicitly laid down in the Concept of the State Migration Policy of the Russian Federation for the period up to 2025 as well as in the Strategy of the State National Policy of the Russian Federation for the period up to 2025. Thus, Russian integration measures go beyond language courses and also provide courses in history and culture of the Russian Federation. The **Czech Republic** sees a close link between immigrant integration and social cohesion within the society. Integration goes beyond the mere adaptation of immigrants to the social and cultural life of the country; it is a main condition for the prevention of possible problems within immigration communities and their relationships with the majority population. Thus, the Czech integration policy aims at the avoidance of the development of closed immigrant communities, social isolation and the social exclusion of foreigners. **Austria** considers the knowledge of the legal culture of the host country as crucial for integration. Therefore the creation of the Red-White-Red-Reader, which was presented in April 2013, was a priority. The aim of the Red-White-Red Reader is to communicate the basic principles of the Austrian state’s legal order in a sensible way. It is designed as an orientation for future migrants, indicating human dignity as basis for the state as well as the six principles: freedom, democracy, republic, rule of law, federalism and separation of powers.

Integration at the earliest possible stage and pre-departure measures.

All three countries acknowledge the necessity to start with integration efforts as early as possible in the individual integration process. This understanding not only implies that integration measures start soon after the arrival of immigrants in the country of destination but also that states increasingly look into possibilities to prepare immigrants for quick adaptation already before departure or to ensure that they have the basic means to adapt quickly to their host society once they have migrated. In 2011, **Austria** introduced a points-based system for labour immigration, the so called ‘Red-White-Red-Card’. This new point-based system grants points for personal characteristics like qualification, work experience (in Austria), age, English and German language skills. Spouses, registered partners and children (up to 18 years) of third-country nationals holding a Red-White-Red-Card need to prove basic German language skills before entry. Only family members of very highly qualified workers are exempted from this rule. Furthermore and in order to reach out to potential migrants before their departure, Austria has launched

a pilot project in Turkey, where the Austrian consular department provides tailored information packages to Turkish nationals interested in migrating to Austria, containing all necessary information about their stay in the country. The **Czech Republic** has conducted targeted information campaigns in countries like Ukraine, Armenia, Mongolia, Moldova or Georgia through local media, consular departments and other distribution channels. Recent changes in legislation ensured that since 2010 integration programmes have been accessible for all third-country nationals including new arrivals, while before such programmes covered only migrants staying for more than one year. The Czech Republic intends to further strengthen pre-departure measures in countries of origin, especially in the area of strengthening general awareness of conditions for legal residence, risks of illegal migration or residence, as well as contact details for relevant institutions in the Czech Republic (so called “pre-departure package”). The pre-departure awareness raising helps to diminish the role of informal structures and leads to establishing sound relations between immigrants and integration officials. Very often, foreigners do not expect to receive any help in the host country as such services might not be offered in their country of origin. Migrants thus might not be fully aware of existing possibilities, might not consider the measures useful or they do not trust their providers. Thus, providing information in countries of origin may also help to reduce the barrier between migrants and the receiving society. It is necessary to offer a helping hand and detailed information before leaving the home country.

Russia places emphasis on the training of potential migrants in countries of origin, and has negotiated bilateral agreements with main countries of origin on organised labour migration which also contain joint commitments to pre-departure preparation of labour migrants. Following a similar approach, the involvement of national associations in provisions of pre-departure trainings to migrants is now laid down in the conclusions that Russia adopted together with other Member States of the Collective Security Treaty Organization in June 2012.

Access to information for immigrants.

A lack of comprehensive and targeted information due to an insufficient proficiency in the respective national language or limited access to information sources is believed to increase the risk of both exclusion and exploitation of migrants. The FMS in **Russia** puts substantive efforts on counselling foreign citizens on Russian immigration legislation within the framework of the activities of multifunctional support centres in State (municipal) services. Thus, during the first six months of 2015 a total of 254,234 foreigners and stateless persons were consulted in the centres. In this respect the FMS has produced and distributed several information leaflets, bulletins and short dictionaries with specific vocabulary to facilitate immigrants’ orientation. Local units of the FMS provide consultations to migrants, migrant communities and non-state organisations on legislation and procedures regarding stay and work in Russia. The **Czech Republic** produces information materials in languages of the main nationalities that are made available both in the Czech Republic and in countries of

origin. The materials are regularly updated. Still, Czech authorities observe that certain groups of migrants communicate distorted information and unrealistic expectations regarding their everyday life in the country within their home communities and networks. In the better case such incorrect information is spread informally among migrants, in the worse it is deliberately spread by semi-legal and illegal structures, i.e. human smuggling networks or traffickers, on which the migrants subsequently depend. To ensure the efficiency of related information campaigns and to stay in control of information flows are considered main challenges.

Coordination and implementation of integration policies and measures.

As already stated, the three ERIS partner countries understand integration as a crosscutting issue. This understanding is also reflected in the institutional settings that have been developed to deal with integration. Within the respective migration services or ministries of the interior, special departments or units have been established, which are responsible for the formulation of integration policies and the overall coordination of the implementation of the corresponding integration measures. The actual implementation regularly involves other ministries taking part in the policy making process or holding responsibility for the implementation of particular integration programmes or courses.

In the **Czech Republic**, general integration policies or actual challenges in the area of foreigners' integration are discussed during sessions of a specific high-level "Panel for Integration" that meets regularly in the framework of the interdepartmental cooperation. In the **Austrian** understanding, integration primarily takes place at the local level. Therefore enabling the municipalities to assume the main responsibility for integration measures is considered crucial for the success of the overall integration policy. The independent Expert Council for Integration at the Ministry for Europe, Integration and Foreign Affairs was established as "competence centre" and "central engine of the integration process". In parallel to the Expert Council for Integration, an Advisory Board on Integration was established in October 2010; which gathers representatives from the Federal Level, Federal Provinces, Associations of Local Authorities and Cities, the Social Partners and the Federation of Austrian Industries, as well as NGOs. The Advisory Board on Integration shall facilitate networking, cooperation and coordination of all stakeholders during implementation of the NAP, combining their competencies and sharing their know-how, and provide a forum for discussing the findings of the Expert Council.

The **Austrian** Integration Fund (AIF) aims at providing language, professional and social integration of recognised refugees and migrants on the basis of their respective rights and obligations in Austria. At the same time, the AIF provides factual and background information to the majority population on this subject, since successful integration can only be achieved through common efforts of the whole society.

In this respect, **Russia** has established multifunctional support centres within municipalities in administrative entities of the Russian Federation. In addition to

them, several centres for labour migrants' adaptation have been created and are operated by NGOs. In this regard, the FMS regularly cooperates with non-state organisations including NGOs, religious organisations or organisations representing diasporas.

The important role of local authorities, Integration and Welcome Centres and NGOs in the final delivery and evaluation of integration programmes is also fully acknowledged by all three ERIS partners. In the **Czech Republic**, "Integration Centres" provide integration related information, services or trainings to migrants in almost all administrative regions. While the costs for running the centres are primarily funded by EU funds and state budget, the centres as such are operated either by municipalities, regional administrations, NGOs or a special state agency on refugee reception. While appraising the role of local authorities in the integration process, the Czech state authorities are nevertheless concerned about the actual potential of local entities to take initiative in the systematic development and evaluation of their (regional) integration strategies. In this respect the Ministry of the Interior has introduced so called "emergency projects" in the year 2008 that address, in a comprehensive way, any critical situation in certain cities with a significant number of foreign workers. Such projects, implemented by the municipal governments, are responding to ad-hoc problems resulting from a sharp increase in the number of immigrants, dismissals of foreign workers, the creation of closed communities and growing tensions between immigrants and locals. The Ministry of the Interior subsidises these projects up to 90% of their actual costs. Every year a special conference is organised by a different municipality focusing on the exchange of experiences from the projects and allowing for networking. The conference is always held under the auspices of the Minister of Interior.

As regards cooperation with NGOs, the Ministry of the Interior of the **Czech Republic** coordinates and distributes a significant part of funds for integration related projects, from both EU and national funds. The project-based approach in the implementation of integration policies holds however the risk of bringing discontinuity and unsustainability of the actions. Another issue related to the involvement of NGOs that can be observed in the Czech Republic is an uneven distribution of the NGOs within the country's territory. While many NGOs operate in the capital of Prague, some of the other regions remain only partly covered. However, NGOs remain important partners in the field of integration in the Czech Republic.

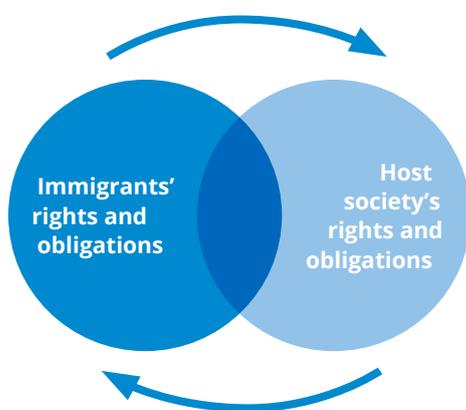
Conclusions

- Austria, the Czech Republic and the Russian Federation are important countries of destination for international migrants;
- Despite some differences in the size of the immigrant populations; the social, cultural and religious backgrounds of migrant communities; and the past and present immigration patterns, all ERIS partners fully acknowledge the importance of further developing sound and effective integration policies;
- Integration policies become even more important since newly arriving immigrants increasingly come from countries of origin without linguistic, social and cultural ties with the countries of destination;
- The growing importance of integration policies is reflected in the regulatory frameworks and migration policies of all ERIS partners;
- They perceive integration not only as the successful adaptation of migrants to the conditions in destination countries but as an inevitable instrument to ensure social cohesion and peaceful relations between the various groups within the society;
- Integration is seen as a two-way process, which needs to involve both migrants and host societies in order to be successful;
- All ERIS partners see good knowledge of the national language as the most important precondition for all dimensions of integration and language acquisition as the main tool to prevent immigrants from exclusion and exploitation;
- They acknowledge the necessity to start with integration efforts as early as possible in the individual integration process;
- Thus, they increasingly look into possibilities to prepare immigrants for quick adaptation already before departure;
- A lack of comprehensive and targeted information due to an insufficient proficiency in the respective national language or limited access to information sources is believed to limit integration success and to increase the risk of both exclusion and exploitation;
- The ERIS partners have invested a lot in the development and communication of sound information for new and prospective immigrants, available both in countries of origin and destination;
- They understand integration as a crosscutting issue and this acknowledgement is also reflected in the institutional settings for integration policy development and implementation;
- Last but not least, the ERIS partners emphasise the role of local authorities in the integration process and the successful implementation of integration policies and programmes.

1.3 The role of receiving societies in the integration process

Policy makers and researchers largely agree that integration is a complex process whose outcomes are determined by broad number of factors, many of them outside the reach of official integration policies. There are two main groups of factors that impact integration. The first group of factors relates to the subjective aspects of the integration which is believed to largely depend on immigrants' efforts, motivation and readiness to integrate, their individual skills, preparedness to deal with challenges posed by a new environment etc. The other group of factors refers to the capacities (and preparedness) of the receiving society to include immigrants in the various societal systems and fully benefit from their efforts and potentials. The acknowledgement of the importance of the two above mentioned groups of factors found its expression in the principle assumption that "integration is a two-way process", which is postulated in many national integration policies and strategies. This implies that comprehensive integration policies not only focus on immigrants as agents of integration but also on of the general environment in which individual integration processes take place.

Integration as a mutual and reciprocal process



The following few examples demonstrate how particular policies and features of receiving societies can impact immigrants' integration: labour market policies influence immigrants' employment rate and the sectors open to them; policies on the recognition of skills and qualifications impact the career and social mobility of immigrants; the characteristics of the educational system influence school performance of immigrant children; diversity management, cultural and communication skills of staff in mainstream institutions determine the access and use of the services by immigrants etc.

It is one option to implement targeted integration measures to provide for the best possible environment for integration and immigrants' inclusion. But it is equally important to remove existing barriers in the mainstream systems that might prevent immigrants

from full participation. In the following, a number of areas are listed where intervention with a view to reducing barriers to integration might be considered.

1.3.1. Changing attitudes of the majority population towards immigrants

In many immigration countries the general perception of immigrants and the discussion on integration are influenced by stereotypes, biases and myths. These may, for instance, refer to misperceptions of the impact of immigration on employment and wages; health risks related to immigrants; criminality; bad work attitude; lower cognitive abilities of immigrants and their children etc. It is an undeniable fact that the majority population in immigration countries, both autochthonous citizens and long-term residing immigrants, take a rather critical stance towards newly arriving immigrants. Notwithstanding this, it is a widely observed phenomenon that such negative perception of immigrants at the general level often goes hand in hand with positive personal experiences with immigrants at the individual level (e.g. co-workers, friends at school, neighbours, colleagues in clubs and associations etc.).

The mass media play an important role in how they portray immigration. Frequently, they do this from a sensationalist perspective, only dealing with migration-related problems and challenges and perpetuating existing stereotypes. In order to correct the sometimes distorted picture of immigration, integration authorities should establish permanent communication and exchange structures with the mass media and provide them with factual information and accurate data on immigration and integration.¹⁸

The Austrian Ministry for Europe, Integration and Foreign Affairs organises annual meetings with representatives of mass media. During the briefing journalists receive comprehensive and easy-to-use statistics and other types of information regarding immigration and integration in Austria. It is assumed, that the reproduction of stereotypes on immigrants is also the result of a lack of accurate and balanced information on side of journalists. The availability of such information is often enough to lead to more balanced media reporting.¹⁹

18 The issue of medial portrayal of immigrants is elaborated in detail in the Handbook on integration for policy makers and practitioners. Third edition. European Commission, 2010, p. 31. The issue of campaigns increasing awareness of immigration among the general public is also analysed in this publication (p. 51-75).

19 Based on information provided by representatives of the Federal Ministry for Europe, Integration and Foreign Affairs, Department Coordination Integration during a meeting organised on 24th July 2014 in Vienna within the framework of the ERIIS work visit to Austria.

Another effective policy to influence the public perception of immigrants is to work with children and youths. This is particularly important in view of the increasing presence of children with migration background in schools. Educational experts suggest including in school curricula information (of geographical, cultural, political nature) on countries of origin of the most important immigrant groups. Such insights are not only valuable for students from the majority population but it also a source of acknowledgement and self-esteem for immigrant children.

The Austrian programme “Together Austria”, for instance, tries to contribute to forming positive images of immigrant communities but also promotes the exchange of successfully integrated immigrants with immigrant youth to present the latter with role models that are worth following.

Together Austria

In the framework of the programme, volunteers – Austrian citizens with immigration background – attend selected elementary and high schools where they share their life stories and discuss with students. Having direct experience with immigration and integration, the so called “integration ambassadors” provide positive examples and their life, educational and professional careers serve as points of guidance for young migrants. Despite the fact that the pool of ambassadors includes many public figures, it is not exclusively limited to “celebrities”. A broad variety of professions and biographies is represented to ensure that students get acquainted with realistic ideas of their prospects and opportunities. Thus, Together Austria also has positive effects on the majority society: by giving lectures to mixed classes (i.e. composed of children with and without immigration background) the integration ambassadors help to break stereotypes and biases existing in the major society. In 2015 more than 300 integration ambassadors were registered.²⁰

Employers represent another target group that migration authorities should involve when it comes to tackling migration-related stereotypes. Research reveals that even in a situation of favourable legislation the actual job recruitment processes are often influenced by latent biases.²¹ In countries with longer immigration histories also the already naturalised representatives of second and third migrant generations face obstacles and discrimination in finding occupation corresponding to their qualifications. Thus, state authorities should develop specific information campaigns to communicate to employers the need for fair recruitment based solely on the evaluation of skills and qualifications and not on the origin or migration background of applicants. In addition, programmes that offer financial incentives for employers that recruit graduates with

migration background can be considered. In traditional immigration countries youths with migration background are often overrepresented among graduates with lower educational levels; targeted programmes for first job placement can help to facilitate the transfer from the educational system to the labour market and increase the chances for further careers.

I.3.2 Making the regular structures more receptive to migrants

As stated in previous sections, integration depends to a large extent on the successful inclusion of immigrants in the so called “regular structures”. There are good arguments for “mainstreaming” integration in the regular structures. Challenges experienced by immigrants often resemble those of other groups with special needs within the population. Thus, it is believed that those entities dealing with specific issues in a professional manner are in a better position to deliver competent solutions than mere “specialists on immigration”. Addressing the needs of immigrants via regular structures and main stream services also helps to avoid immigrant stigmatization as a “special group” other than the majority population. Even if immigrants are overrepresented in some of the target groups of special policies and programmes, like it might be the case for interventions in the educational systems, addressing their needs through the regular structures seems to be more acceptable to the general public than offering specific measures only for them. The last argument for “mainstreaming” is a financial one; the adaptation of already existing systems to cater for the needs of immigrants is more cost-effective than building entirely new structures. This, however, also implies that the existing systems have to get prepared for dealing with additional case loads and the diversity of their new clientele. This might require to enhance the overall resources *of* and to add specific skills *to* the regular systems to keep the quality of services at the desired level.²² Service providers need to be put in a position to cater for clients with specific backgrounds, specific needs and language deficits. The following few examples illustrate situations in which staff of regular systems might face particular challenges linked to immigrants: teachers in classes with a high share of immigrant children have to cope with language deficits of students with migration background and to deal with cultural diversity that might lead to tension and conflict. Health care providers have to be able to reach out to increasing number of clients with poor language skills. Public employment services have to be prepared to assist job seekers with migration backgrounds in areas that are not typically demanded by co-nationals, e.g. the recognition of skills and qualifications or to provide information and support regarding work contracts or social insurance issues in their clients’ first languages.

There are many examples for concrete measures that improve the capacities of the regular systems to improve their diversity management and inter-cultural competence in order to provide better services to immigrants. The most frequently observed examples comprise recruitment of staff with experience of im-

20 <http://www.zusammen-oesterreich.at>

21 Based on data from qualitative research, available studies show that immigrants have to approach 2-3 times more employers with an application and CV before they are invited for a job interview. See f.i. International Migration Outlook 2013, OECD.

22 See Collett, Elizabeth. Integration of immigrants in a time of austerity. MPI 2011, p. 22.

migration or immigrant background and training of intercultural and communication skills.²³

The Czech Republic – Prague Integration Centre (PIC)

The PIC organises trainings for employees of mainstream organisations that regularly provide services to clients with migration background. This includes both general trainings on multicultural and immigrant sensitive communication where interested state agencies can send their employees or the development and implementation of targeted trainings devised upon specific request of these agencies.

Due to the high concentration of immigrants in the Czech capital the trainings are mostly requested by agencies located in Prague. The migration authorities, however, consider introducing a similar training system also in the other regions of the country.

The **German** programme “Integration through Qualification” (*Integration durch Qualifizierung*) is an example for an ambitious and comprehensive programme in the area of labour market integration of immigrants. It aims at increasing immigrants’ labour market performance, partly by optimizing the services of existing labour market management structures and labour market actors for this particular target group.

Germany – Network “Integration through Qualification (IQ)”

The programme was initiated in 2005. It is based on the cooperation of multiple levels. At the core of the Network IQ are its 16 regional networks (one for each federal state or *Bundesland*) and its five thematic competence centres. At the national level, the programme is coordinated by a Dissemination Project (IQ DP) and steered by the Federal Ministry of Labour and Social Affairs (which is the main donor along with the European Social Fund) in cooperation with the Federal Ministry of Education and Research and the Federal Employment Agency. The regional networks cover the whole of Germany. Their role is to coordinate the work of local labour market actors such as employers, chambers of commerce, trade unions or public employment agencies involved in the employment of immigrants. The regional networks consist of subprojects at the local level which offer counselling and training in the field of foreign credentials recognition as well as various services

to labour market actors. The role of the regional networks is to adapt know-how developed in the framework of the programme to specific local conditions and ensure smooth cooperation between the actors involved.

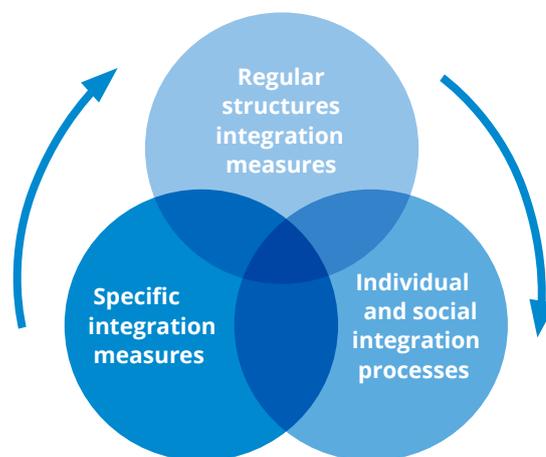
Concretely, the five competence centers focus on the development of specific know-how in the following thematic areas:

- counselling and job training of migrants;
- work-related German language;
- intercultural opening and anti-discrimination;
- migrant entrepreneurship;
- immigration.

The competence centers aim at developing relevant expertise, they provide the regional networks with know-how and support and consult policy makers at the federal level on the above mentioned areas. Furthermore, the competence centers formulate quality standards within their thematic action field, they develop corresponding training modules, and disseminate the obtained know-how.

<http://www.netzwerk-iq.de/>

“Integration” and “integration policy”?



I.3.3 Anti-discrimination policies

Immigrants regularly experience discriminatory attitudes and practices or unequal treatment on the labour market but also in the education system, on the house market or other areas. Discrimination not only violates immigrants’ rights but also endangers social cohesion by alienating immigrants from the majority society.

Scholars usually distinguish between direct and indirect discrimination.²⁴ While the first type relates to intentional different treatment of immigrants, the second one points to structural mechanisms making immigrants’ position in society disadvantaged. The indi-

23 Given their experience and knowledge, NGOs working with immigrants are highly competent to train the staff of mainstream organisations in intercultural skill; and it is generally acknowledged that insight of NGOs may help the mainstream institutions to better adapt the provided services to specific immigrants’ needs. Consequently, regular contacts between mainstream structures and immigrant NGOs are advisable. Handbook on integration for policy makers and practitioners. Second edition. European Commission, 2007, p. 26.

24 F.i. International Migration Outlook 2013, OECD, p. 196.

rect discrimination can be deduced from discrepancy between immigrants' share in the total population and their representation in particular societal areas: e.g. immigrants' under representation in mid – high skilled jobs implies existence of barriers preventing them from better scoring.²⁵

Anti-discrimination policies start with a review of the existing legal regulations to identify provisions eventually hindering equal treatment of immigrants. Additionally, states might consider the introduction of specific anti-discrimination legislation that provides an explicit framework to tackle discrimination in particular areas. In their efforts states might be guided by international human rights and anti-discrimination acts. In the EU Member States, f.i., anti-discrimination policies are to a big extent determined by four specific EU Directives²⁶ that are transposed in national legal systems. Conventions promoted by the International Labour Organisation represent another example in the specific fields of immigrants' recruitment and employment.²⁷

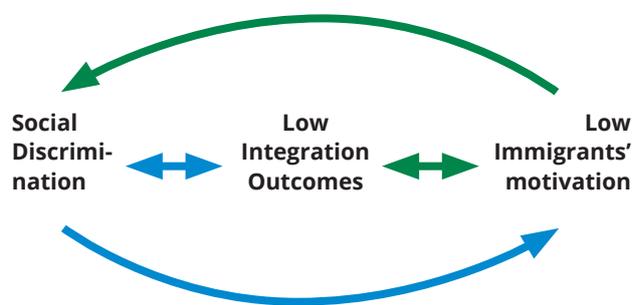
The amendment of legislation with the aim to remove potentially discriminatory provisions or the introduction of specific anti-discrimination legislation is often accompanied by the establishment of special governmental bodies overseeing issues related to antidiscrimination. Such bodies can have the form of an equality board, ombudsman etc. Usually, the focus of such bodies is rather general, covering equality and human rights in a broad range of areas. The roles and responsibilities of the bodies may differ significantly – these can range from monitoring of the situation and raising awareness among public authorities and civil society to coordination of national anti-discrimination policies or implementation of pro-active anti-discrimination measures. The bodies further differ regarding their powers and ability to enforce changes: in some systems they just provide non-binding recommendations, in others they can sanction malpractice. The institute of ombudsman demonstrates another particular role that such bodies can have – assistance to victims of discrimination. A comparatively low proportion of cases taken to court, often observed in countries with an established Ombudsman, does not imply inefficiency or limited scope of powers of this institute but rather a general preference of conciliation over court litigation. As some observers argue, the legally complex character of the antidiscrimination cases is one of the reasons why mediation of the conflicts is considered the preferred strategy.²⁸

The monitoring of cases of discrimination of individual migrants is closely linked to the monitoring and evaluation of the overall state of integration of the overall immigrant population or specific immigrant groups.

So called integration monitors, which use a wide array of statistical indicators to assess integration on a global level and with a view to a number of subareas, also point out potential sources of structural discrimination of immigrants (see also Chapter III.1).

The following graph describes the nontrivial links between discrimination, integration outcomes and immigrants' motivation. Deterioration of integration outcomes resulting from discrimination causes immigrants' frustration and lowers their resolve to integrate. That, in turn, further negatively impacts their integration outcomes. Overall poor integration outcomes, affected by both objective discriminatory practices and immigrants' subjective fatalistic stance, contribute to images among the majority population confirming the relevance of prejudices and discrimination.

Link between immigrant discrimination and integration



25 Handbook on integration for policy makers and practitioners. Second edition. European Commission, 2007, p. 59.

26 These include two "general" directives "Racial Equality Directive (2000/43/EC)" and "Employment Equality Directive (2000/78/EC)" and provisions of Directive 2003/109/EC that concerns status of long term immigrants.

27 See <http://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/migrant-workers/lang-en/index.htm>

28 See OECD International Migration Outlook 2013, retrieved from http://www.keepeek.com/Digital-Asset-Management/oecd/social-issues-migration-health/international-migration-outlook-2013_migr_outlook-2013-en#page1

I.4 Immigration and Integration

There is a close link between immigration policies and subsequent immigrant integration. Thus, the influence of immigration policies on integration is two-fold. On the one hand, an increasing number of states try to influence the composition of immigrants admitted to their territories with regard to their socio-demographic characteristics and identified needs of the domestic labour markets. On the other hand, the nature of immigration and residence policies influences the actual outcomes of individual integration processes to a large extent. The section below summarises typical considerations related to the potential impact of immigration policies on integration. An understanding which places integration in the context a broader emigration and immigration processes allows for a new thinking on positive interventions beyond the traditional scope of integration policies.

“Selective” immigration policies

In view of increasing demands for qualified foreign labour force in many industrialised countries and the resulting global “race for talents”, many states have introduced policies and programmes to attract highly qualified migrants. Admission policies for highly skilled differ significantly from steering mechanisms for other migrant categories when it comes to entry conditions, duration of permits and immigration requirements. The three main categories used for defining “highly skilled” or “highly qualified” migrants are: education, occupation and salary level; either individually or in combination. Related programmes regularly comprise facilitated or/and assisted admission schemes for persons with the required characteristics or qualifications. As a rule, these rights are more generous than for other migrant categories, allowing for job searching periods, mobility between different employers, extended periods of stay with a view to permanent residence and immediate admission of family members.²⁹

Selective immigration policies, however, should not focus exclusively on the category of highly skilled specialists. Labour market forecasts for the highest developed economies predict that medium – and low-skilled labour will continue to be in high demand, in view of demographic ageing and despite of progressing technological development.³⁰ In this respect, selec-

tive immigration policies should provide channels for all categories of labour immigrants that are in demand, including low, medium and high skilled.

Some scholars question if state-driven selective immigration policies, which focus on formal educational and professional qualifications, can effectively meet the rapidly changing demands of modern labour markets.³¹ There are, however, economic sectors and skills where labour shortages already exist and can be soundly predicted for the future, such as trades, the health sector, skilled workers and trained specialists in the industry or ITC specialists. Notwithstanding this, state-led selection systems should be designed in a way that they can flexibly react on actual labour market and societal needs and should be regularly monitored and evaluated with a view to necessary adaptation.

Selective immigration policies which favour highly skilled and educated migrants at least implicitly assume that these migrant categories find it easier to integrate in the host society due to their higher educational standards and financial means. Practical experience has shown that this is not always the case. The admission of highly skilled migrants who had not had a concrete job offer at the time of admission but were believed to find occupation easily after entry due to their qualifications, did not always work out as expected. Many of such immigrants ended up working below qualification or did not find a job at all. States have reacted to this observation by emphasising the existence of a specific job offer and/or work experience of applicants in occupations where a clear shortage is identified in their immigration systems for highly skilled and qualified.

Pre-departure immigration and integration measures

Along with selective immigration schemes pre-departure measures conducted in countries of origin are increasingly used as a new policy tool to improve the preparedness of migrants to adapt to their new environments and to foster early and onward integration. Among such policies, the mandatory testing of knowledge of the national language in the host country, often combined with the organising of language courses in countries of origin aligned to the tested requirements, is

29 F.i. in Austria family members of holders of the Red-White-Red Card do not have to pass obligatory language testing when applying for long term visa to Austria. Highly skilled professionals – holders of the Card and their family members – are then exempted from language testing after their arrival that other categories of immigrants are obliged to pass within the first two years of residence (Integration Contract, Module 1).

30 For the particular situation in the EU see the following documents: Employment in Europe 2005: Recent Trends and Prospects, DG Employment and Social Fund, Luxembourg: European Commission, 2005. Or Communication from the

Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. First Annual Report on Migration and Asylum, COM (2004) 332 final, Brussels.

31 F.i., the authors of the “Transatlantic Academic Report on Immigration. No shortcuts: selective immigration and integration.” (Washington, 2009) claim that formal selection (points based) admission systems seem to be less efficient than market-based systems; middle/low skilled migrants are more likely to integrate in the host society in political terms; they are less likely to be recruited by extremist religious movements than the highly skilled etc.

a fast growing measure. Many EU Member States have introduced language tests as a condition for admission and as part of visa procedures for certain categories of applicants. This is based on the conviction that the earliest possible, and if need be mandatory, acquisition of the respective national language empowers migrants and significantly enhances their chances to smoothly integrate, also in the labour market. Since they have been introduced rather recently, the long-term impact of these measures is yet to be empirically tested. First evidence points towards certain shifts in the composition of applicants for entry and residence towards better educated applicants, as those persons see themselves better prepared to succeed in language acquisition and testing.

In addition, pre-departure policies include a broad array of measures to increase migrants' awareness on the situation they have to expect in their new host society and provide them with concrete instructions and recommendations on how to proceed after arrival to the country of destination. As many states start to acknowledge, effective orientation and integration of immigrants starts already prior to departure.

Finally, programmes for organised recruitment of foreign workers, sometimes including the above-mentioned measures for language acquisition and orientation, represent a complex and intensive form

of pre-departure measures targeting labour immigrants. The introduction of such programmes should be considered by states that are in need of large and clearly defined inflows of labour migrants or already host large and nationally homogenous migration flows from a certain country of origin. Related programmes include cooperation with (the) country/ies of origin as a regular feature.

Cooperation with countries of origin

Policies of migrant sending countries reaching out to their citizens or "diasporas" abroad impact the potential and actual integration outcomes of emigrants in many ways. They might promote and support the labour emigration of their citizens abroad or assist them once they return in their reintegration process; keep ties with their emigrants through country representations abroad or diaspora organisations; or cooperate with authorities or other integration-relevant stakeholders in the receiving countries etc. Thus, it is in the vital interest of destination countries to establish contacts with migrant sending states and to monitor the overall social, economic and political developments in countries of origin since these may influence decisions made by migrants who already reside in the destination countries.



SECTION II.

MAIN ELEMENTS OF INTEGRATION POLICIES

II.1 Pre-departure integration measures

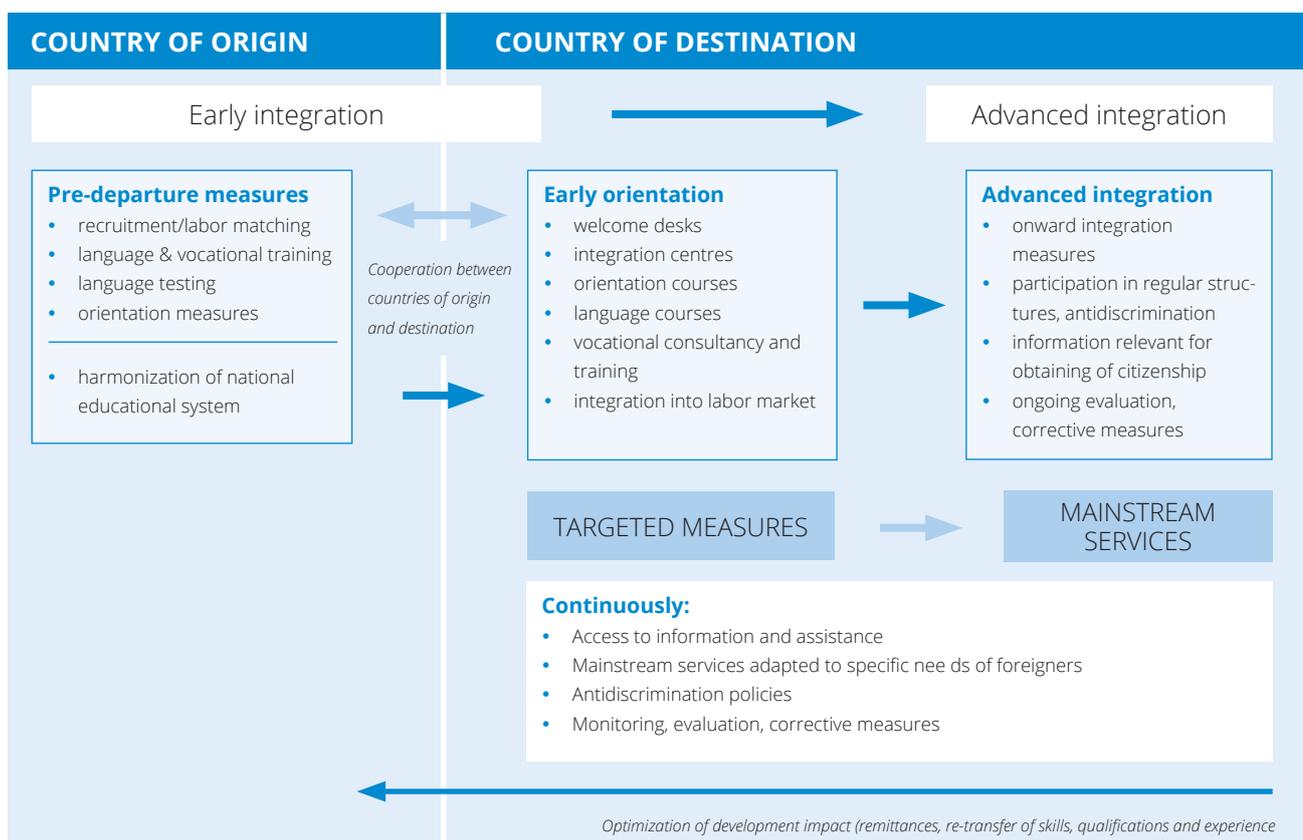
Pre-departure integration measures conducted in countries of origin are widely acknowledged as a progressive and promising tool to foster integration. The term in fact embraces different types of measures including pre-departure language tuition and/or testing, information and orientation campaigns but also comprehensive and complex recruitment schemes for specific categories of labour migrants. Besides a topical differentiation, pre-departure measures can also be structured according to the target groups which they try to reach. Language testing, for instance, is often applied only to certain categories of migrants; there are specific measures only open for compatriots who consider resettlement from abroad; information campaigns or packages with information on the host country, on the other hand, usually are accessible for all potential immigrants.

An effective implementation of pre-departure measures requires good cooperation between countries of destination and origin. Such cooperation is sometimes hindered by a structural divergence in priorities and expectations between migrant sending and receiving countries. While countries of destination often prioritise the recruitment of skilled and highly skilled professionals for permanent settlement and want to limit the

immigration of low-skilled individuals to temporary and seasonal schemes, countries of origin have an interest in supporting the emigration of low skilled workers whose release from the local labour market does not have negative consequences for the domestic economy in terms of a loss of skills and qualifications. The degree of cooperation can also be influenced by different institutional set-ups in the countries of origin and destination. In many countries of origin issues related to emigration (including an eventual pre-departure preparatory phase) fall under the tasks of ministries for foreign affairs; in countries of destination integration is normally a domain of ministries of the interior or social affairs that might not have an extensive experience or the institutional capacities to deal with international cooperation. This setting is further complicated by the necessary involvement of local authorities in the development and/or implementation of integration policies.³² Notwithstanding these complexities, there is a clear trend towards a stronger engagement of migrant sending countries in the functioning

32 Desideiro, Maria Vincenza. Hooper Kate. Improving migrants' labor market integration in Europe from outset: A cooperative approach to pre-departure measures. MPI, 2015, p. 2.

Dynamics of integration



management of emigration processes and the subsequent successful integration of their citizens abroad. Successful emigration, which is the basis for the much needed transfer of remittances and skills obtained abroad (in case of returning migrants) is more and more seen against its positive potential for development. Thus, integration is understood as a precondition for successful emigration. Migrant receiving states, on the other hand, have come to the conclusion that preparatory measures are an important element of functioning integration policies, depend on the close engagement of migrant sending countries and need to take into account their concerns in order to be successful and mutually beneficial.

II.1.1 Pre-departure language testing

In the European context language testing before admission is a comparatively young policy which is increasingly applied by immigration countries, also in the context of significant applications for entry and residence related to family formation and reunification. Family migration is perceived as a particular challenge for immigration and integration policies, as the legal requirements for the admission of first family members do not always apply to their spouses. The demographic, cultural and socio-economic characteristics of family members regularly resemble those of their relatives residing already in the country. Consequently, initial patterns of low-skilled immigration are likely to be followed by family migration resembling similar socio-economic characteristics. Contrary to first family members, who normally have secured a job as a precondition for their admission and whose labour market integration is ensured at the time of entry, the same is often not the case for following family members. This puts additional challenges to their successful integration in the economic and social life of the host countries.

Consequently, EU Member States, which have introduced pre-arrival language tests, justify this measure by the necessity to empower immigrants regarding their integration potential in the key area of language; to increase their commitment and resolution to integrate; to inform immigrants about cultural and social norms of the receiving society (in cases where language tests are accompanied by “civic integration” tests); to prevent forced marriages (by informing and empowering potential spouses) but also to decrease the necessary public investments on integration after arrival (in cases where family members depend on welfare). The introduction of language tests for family members is also intended to send a message to the general public that the authorities pay due attention to the potential of immigrants to successfully integrate. Tests are also perceived as a means to increase the acceptance for immigration and to strengthen social cohesion.³³

Despite some similarities the particular pre-admission language tests conducted by the different countries vary in many aspects: while in some cases testing

is organised by authorities of the admission country or contracted suppliers under authorities’ supervision, in other cases language skills can be proven by acknowledged language certificates; while some countries accompany the tests with preparatory courses, some others do not; in most cases language testing takes place in the country of origin, in exceptional cases it is conducted shortly after arrival to the host country; tests differ in structure and tested skills (writing, reading, listening, speaking), content (language, information about culture and society) and level of knowledge required; costs of the testing and preparatory courses are borne by immigrants but can be subsidised in some cases; and the extent of categories obliged *to* or exempted *from* the testing or application of positive/negative incentives also differ substantially across countries. First analyses of the pre-departure tests conclude that due to the comparatively short time that has passed since their introduction it is not yet possible to properly assess the effectiveness of the tests and their actual impact on integration trajectory of tested individuals. There are, however, first observations of short term effects in some of the European countries conducting the tests:³⁴ in most of them the total numbers of applicants for residence titles concerned dropped after introduction of the tests. This can be partly explained by postponements of applications by immigrants who wanted to take more time to prepare for the tests. But the tests also led to some changes in the composition of applicants: less low educated, old and illiterate persons submitted their application, especially in countries with comparatively high costs for the testing; and the passing rate was higher in case of “costly tests” than in systems with lower costs of admission tests. That can be explained as an effect of self-selection when only well-prepared applicants take the risk of losing the means “invested” in the test in case of failure.

Critics of the admission language tests claim that the testing does not promote the initially declared aim of integration – instead, they argue, the tests create additional barriers to immigration especially for vulnerable groups who are thus prevented from immigration and uniting with their relatives. Language knowledge, they state, should result from integration rather than be a prerequisite thereof; moreover, the required level of language knowledge is considered too low to promote full integration. Testing further increases costs of immigration for both migrants and public budgets; different treatment of certain nationalities (exemption for nationals of most of economically developed countries) is also often subject of criticism as well as other country-specific issues (dependence of test results on attendance of preparatory courses, their availability, geographical constraints in countries with weak infrastructure, lack of learning/testing instruction in mother language of the immigrants etc.).³⁵

33 Argumentation used in the public debate in European countries can be found in the final report of project “PROSINT – Integration from abroad? Perception and impacts of pre-entry tests for third country nationals”, <http://ebookbrowse.net/integration-from-abroad-prosint-wp4-comparative-report-pdf-d247244040>

34 The situation in five European countries, Austria, the Netherlands, Germany, the United Kingdom and Denmark is summarised in Integration tests: helping or hindering integration? Council of Europe Report. 2013

35 A comprehensive summary of the critics of the pre-entry tests is provided in: Permoser, Julia. Civic Integration as Symbolic Politics: Insights from Austria, retrieved from http://politikwissenschaft.univie.ac.at/fileadmin/user_upload/instpolitikwiss/Permoser/publications/EMIL_published.pdf

Experience, however, shows that the impact of the pre-arrival tests largely depends on the concrete design of the tests and their actual implementation. Well-designed schemes and properly organised tests can actually strengthen the desired effects of empowering immigrants and minimising the unwanted consequences listed above. The already implemented schemes have integrated a number of safeguards and flanking measures to avoid discrimination of vulnerable groups and to ensure that testing turns into an incentive for proper preparation rather than representing a big obstacle for aspiring migrants.

National practices – pre-admission tests

Since 2011 third country nationals who want to settle in **Austria** on a long-term basis are obliged to prove German language skills on A1 level according to the CEFR.³⁶ Applicants can submit language diploma or course certificates (not older than 1 year) of recommended course institutes (i.a. Goethe institutes, Austrian Language Diploma or the certificate system *telc*³⁷) when applying for their residence permit at Austrian consulates. A list of exceptions take into account the situation of vulnerable groups:

Exceptions (German prior to immigration – A1 level)

- Persons who are underage when applying;
- Persons who cannot reasonably be expected to provide such evidence because of their physical or mental health condition;
- Family members of “highly qualified” “Red-White-Red-Card” holders³⁸;
- Family members of holders of a residence title “EU Blue Card”³⁹;
- Third country nationals who intend to stay in the country for less than 12 months within a 24 months period;
- If necessary in order to uphold private or family life (Art. 8 European Convention on Human Rights – ECHR);

The Austrian approach can be supplemented by examples from other EU countries:

In the EU context, the **Netherlands** were the first country to introduce obligatory pre-admission language tests in 2006. The testing takes place in special centres established at Dutch Embassies abroad. After its introduction, the Dutch model was met with quite some criticism – it was argued that the state does not organize preparatory courses; that the test instruction was available in Dutch and English only; that costs of the tests and visa applications were comparatively high; and that the obtained language certificate had limited time validity and had to be renewed if the visa was not granted within the set period. Reflecting this criticism, the Netherlands had introduced several changes but kept the testing system which was followed by other states. **Denmark** introduced many elements of the Dutch model with one important exception: immigrants are tested not abroad but after their arrival in Denmark within a three months period. In case of failure at first and second (corrective) tests they are obliged to leave the country. **German** authorities do not organise the testing but require demonstration of an acknowledged certificate. The extensive network of the Goethe Institutes can be used for the purpose of preparation and testing. Unlike in countries where passing the language test is a firm precondition for granting a long term residence permit (NL, DK, GER, UK, AT), **France** accepts applicants who fail the test. Such applicants are however obliged to visit language and integration courses after their arrival to France. Applicants are thus expected to demonstrate at least their *efforts* to integrate.⁴⁰

In view of the experiences made by states so far, the following considerations could be taken into account when organizing pre-arrival testing of language skills:

36 CEFR: “The *Common European Framework of Reference for Languages: Learning, teaching, assessment* (CEFR) was designed to provide a transparent, coherent and comprehensive basis for the elaboration of language syllabuses and curriculum guidelines, the design of teaching and learning materials, and the assessment of foreign language proficiency. It is used in Europe but also in other continents and is now available in 39 languages.”, Council of Europe, http://www.coe.int/t/dg4/linguistic/cadre1_en.asp

37 *telc* stands for “The European Language Certificates”. *telc* offers language tests based on international standards, 80 different examinations in 11 languages, and a variety of training courses aimed at language trainers, <https://www.telc.net/en/about-telc/who-we-are.html>

38 The Red-White-Red Card aims to facilitate the immigration of qualified third-country workers and their families with a view to permanent settlement in Austria, based on personal and labour-market related criteria, <http://www.migration.gv.at/en/types-of-immigration/permanent-immigration-red-white-red-card.html>

39 The EU Blue Card entitles its holder to temporary settlement and to employment with a certain employer and is issued for a validity period of two years, <http://www.migration.gv.at/en/frequently-asked-questions.html>

40 Information taken from *Integration tests: helping or hindering integration?* Council of Europe Report, 2013 and: *Integration from abroad? Perception and impacts of pre-entry tests for third country nationals*. PROSINT – “Promoting Sustainable Integration” project, WP4, 2012.

RECOMMENDATIONS

- Ideally, preparatory language training courses in line with test requirements should be made available for applicants in countries of origin and/or e-learning classes should be provided.
- The testing infrastructure in the country of origin should be taken duly into account. It needs to be well developed and accessible, in order to avoid that applicants face difficulties in arranging for examination dates and have to travel long distances to undertake the testing.
- Training and preparatory material should be available and easily accessible, also in online formats.
- Instructions for preparation and testing should be available in a language understandable to the potential immigrants.
- Fees for testing including prices of preparatory courses, materials and repeated tests should be reasonable and affordable, subsidies for particular groups of migrants should be considered.
- Language tests should be understood as a starting point for immigrants' language integration; continuous support should be offered during their stay in the country.
- The design of the test should take into account the specific needs of vulnerable groups of prospective migrants or provide for the possibility of exemption for these categories.

II.1.2 Pre-departure orientation measures

In terms of the overall success of an integration process, it is desirable that immigrants make informed and sound decisions from the very first step. Already before leaving their home country they should be well aware of the opportunities and perspectives they are provided with but also of the obligations they are expected to fulfill. Good orientation from the start furthers the integration process, its lacking slows and hinders it. There are many potential information channels through which future immigrants can be approached while they are still in their home country.

Reaching out to immigrants in countries of origin

In their home countries, future migrants can be reached through various information channels. These may include

- Public awareness campaigns in mass media.
- Printed information materials distributed at consulates or in migration centres operated by IOs and NGOs.
- Internet websites and hotlines.
- Individual or group consultations/courses provided by Embassies, representatives of other state authorities of the receiving country, by IOs or NGOs.
- Private and public employment agencies.
- Country fairs etc.

Public awareness campaigns conducted in the main countries of origin represent a widely used measure. Often, their primary aim is to contribute to the prevention of irregular migration or trafficking in human beings. But such campaigns also contribute to the promotion of integration of future migrants by providing them with information on legal and practical aspects of emigrating to their new host country. The campaigns are designed for broad audiences, reach high numbers of the population, and thus have to use more general and not always targeted information. They require quite high financial inputs and organisational capacities and are best suited for countries of origin with very significant migration flows to the country of destination in question. Public awareness campaigns are conducted through local TV and radio spots, billboards, bro-

chures or leaflets but also via the World Wide Web and social media.

Public awareness campaigns – Czech experience

In 2010, the **Czech Republic** together with IOM initiated the production and dissemination of a documentary called "Great Opportunity", which dealt with the life and experiences of Mongolian labour migrants in the Czech Republic. The testimonies of interviewed immigrants shed a light on their expectations before moving to the Czech Republic and to which extent these expectations had been unrealistic, their disappointment with the realities of their actual situation, the demanding work conditions they had encountered etc. The IOM in cooperation with the Ministry of Interior, Ministry of Foreign Affairs and Czech NGOs ensured a broad distribution of the movie, also in Mongolia with the aim to reach out to prospective migrants.

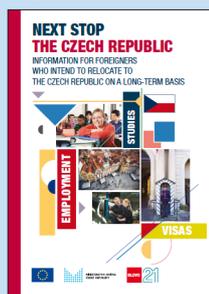
<http://www.oneworld.cz/2011/films-a-z/18476-great-opportunity>

Communication to a specific group of individuals is of course more targeted and effective. In the area of immigration and integration this implies reaching out to those who have already considered to migrate or have made initial steps to do so. In countries of origin under a visa regime **Embassies and Consulates** are natural meeting points that can be used for building such communication with applicants.

"Next Step – the Czech Republic".

The booklet elaborated by the NGO Slovo 21 in cooperation with the Czech Ministry of the Interior, IOM, Integration Centres and other partners in the framework of an EU funded project is intended for non-EU citizens who plan to settle in the Czech Republic on a permanent basis and for the purposes of study, work or entrepreneurship. It informs foreigners about the requirements and

basic legal regulations for entry and stay in the Czech Republic, including a check list on the obligations that have to be fulfilled immediately after arrival in order to keep the legal status. Furthermore, the booklet warns about risks that immigrants may face in the Czech Republic in case of non-compliance with immigration and residence regulations. The last section of the booklet lists contacts of important public authorities and organisations. The 20 pages booklet contains basic information that should help migrants to plan their migration and early settlement in the Czech Republic.



More extensive information about life in the Czech Republic can be found on a DVD that is included in the booklet "Next Stop – the Czech Republic".



The booklet with the instruction movie is available in languages spoken by migrants from main countries of origin of migrants in the Czech Republic. It is distributed at consulates or can be

downloaded at <http://www.mvcr.cz/mvcren/article/next-stop-the-czech-republic.aspx>

In case of a visa free regimes, other avenues have to be followed in order to actively inform persons who intend to migrate. The involvement and assistance of **international organisations** or local **non-governmental organisations** working with migrants is key in cases where there are no obligatory direct contacts between country of destination authorities and migrants. These organisations often operate information and support centres that are frequented by potential migrants and where the pre-departure relevant information can be provided, or they disseminate information at vital points like airports, in long-distance trains, through telephone operators etc.

Another way to communicate with migrants is by the establishment of **information** and **web portals** on the World Wide Web. Such official web appearance has a number of advantages: it is targeted and cost-effective; it reaches out to wide audiences, it allows for full control of the provided content and thus ensures the accuracy of the provided information, it can be updated more quickly than printed information, and allows for the further transmission through email or social media by migrants themselves. There are some limitations too, such as the level of PC and internet access and literacy of the target groups and the difficulties to fully understand sometimes complex information without additional personal counselling. Ideally, an official web appearance is accompanied by the establishment

of instruments that allow for personal contacts with experts from country of destination authorities like telephone hotlines or help desks.

Recently, communication and outreach to visa applicants at consulates is also conducted through more elaborated methods. Personal interviews and counselling conducted by a representative of the country of immigration has emerged as a highly effective and targeted alternative to traditional means of information dissemination. Thus, representatives from integration authorities with specific know-how and communication skills are deployed at Embassies or Consulates in important countries of origin, inform migrants about general facts of life in the host country, discuss their individual plans and provide them with concrete guidance on how to proceed after arrival. Personal interaction and two-way communication improve the learning process on side of the counselled individuals. The effectiveness of this approach is promoted further when the initial consultations in the country of origin are followed by tailored integration support after arrival in the receiving country. As the instrument of an **integration representative** is costly; the deployment of such experts is most reasonable in the most important countries of origin of immigration to a given country of destination.

Austrian experience with pre-departure measures: deployment of a representative for integration at the Austrian Consulate in Ankara

In Austria, Turkish nationals represent one of the largest immigrant groups from a non-EU country. High numbers of Turkish citizens apply for residence permits in Austria on an annual basis. Consequently, choosing the Austrian Embassy in Ankara for piloting the introduction of a specially trained integration representative was seen as a logical step by the Austrian authorities.

The main aim of the work of the integration representative is to provide future immigrants with a realistic outlook on their future life in Austria. Thus and intentionally, the post of the representative was filled with an Austrian citizen of Turkish descent, who does not only have a good understanding of both Austrian and Turkish cultures and realities but who – as a woman – can also serve as a good counsellor and positive role model for young Turkish women who often immigrate to Austria on basis of family reunification.

In practice, the representative is based in the premises of the Austrian Embassy where she establishes contact with visa applicants in two different ways: on the days when applicants submit their applications in the consulate, special group meetings are held where the representative presents basic information and discusses with participants on their individual expectations. More targeted interviews are conducted on a face-to-face basis once applicants come to pick up their visas. The interviews are followed up by the integration representative who sends individual relevant information to welcome desks of the

AIF⁴¹ integration centres where the migrants are referred to after their arrival in Austria. Thus, the welcome desks develop specific and targeted support based on the requirements linked to the individual case.

Experience gathered (the pilot project started in January 2013) suggests the high importance of a direct and practically oriented communication style. The information is presented in a way that is easily accessible to individuals whose cultural background and personal life experience differ from those of Austrian citizens. The inter-cultural skills of the representative are crucial to allow her to bridge the existing differences between the two cultures. The provided information is tailored to the individual's needs; the representative follows a low-threshold approach and focuses on relevant and practically applicable information in order not to overwhelm recipients with too many facts.

To meet this objective, a standardised orientation module was developed in 2014, based on a curriculum and specific learning materials in order to ensure the quality of the information provided as well as the possibility to reapply this format of pre-integration measures in other important countries of origin.

The orientation modules shall replace the informal groups meetings mentioned above. They consist of specifically designed components like:

- An introductory movie "Welcome to Austria";⁴²
- Learning materials "My Journey to Austria" (the topics discussed range from residence titles to the values governing the Austrian society and the importance of learning the national language);
- A basic dictionary with the most important words and terms in German (the national language in Austria).

In October 2014 Austria's second integration representative started implementing pre-integration measures in Serbia. As Serbian citizens do not have to apply for a visa when moving to Austria and do not have to go to the Embassy the strategy differs from the one applied in Turkey. The integration representative in Serbia is very much engaged with institutions regularly visited by potential migrants. It is also planned to establish permanent working relations with Goethe Institutes or other German language providers in this respect.

Generally speaking, it is recommended to include country of destination contacts to state authorities or NGOs working with migrants in cooperation with state authorities in pre-departure information and counselling. These contacts can ensure that the counselling started in the home country can be followed up after arrival in the host country. The following recommendations can be considered in the development of pre-departure integration measures:

41 The Austrian Integration Fund (AIF) aims at providing language, professional and social integration of asylum beneficiaries and migrants on the basis of their respective rights and obligations in Austria. At the same time, the AIF provides factual and background information to the majority population on this subject, <http://www.bmeia.gv.at/en/integration/the-austrian-integration-fund/>

42 See <http://www.bmeia.gv.at/integration/download/publikationen/>

RECOMMENDATIONS

- Immigrants' orientation regarding important legal and practical aspects of their migration and integration process should start already in countries of origin. There is a variety of methods on how to reach out to future immigrants: conducting of public awareness campaigns; appointment of specialised immigration/integration liaison officers at Embassies or Consulates; distribution of printed materials to potential immigrants; or provision of consultancy by NGOs or IOs in migrant centres.
- Ideally, orientation measures in countries of origin and destination are inter-connected; immigrants should be informed in their home country on where to seek more information or assistance in the host country.
- The information provided in countries of origin should be designed in a way that it is relevant, objective, easily accessible and comprehensible for the recipients, and contains "low-threshold" materials.
- In order to ensure accuracy, the provided information should be developed and disseminated either by state authorities themselves or under the supervision of state authorities, both from countries of destination and origin.
- The appointment of a specially trained representative from country of destination authorities responsible for integration at Embassies or Consulates abroad has proven to be a Good Practice. Such deployment is very effective when it is conducted in main countries of origin of migration flows to the country of destination.
- The representatives have to be thoroughly trained on all relevant legal and practical aspects of the migration and integration process. Inter-cultural competence and/or a migration background corresponding to the target group enhance the effectiveness of the counselling of the representative.

II.1.3 Pre-departure measures and organised recruitment

Programmes on the recruitment and pre-departure preparation of labour immigrants are normally characterized by concretely defined target groups, specific economic and labour market sectors accessible, defined durations of stay, and close monitoring of compliance with migration legislation or the stipulations of (bilateral) labour agreements. In terms of integration, organised recruitment has the advantage of establishing immigration criteria that are based on concrete and well-established requirements of the labour markets of countries of destination. Those applicants who fulfil these criteria naturally have a good starting position when it comes to their integration in the labour market. This, however, does not mean the same for their social and cultural integration. Consequently, they should be provided with integration measures, prior to departure and after arrival, similar to other target groups of integration policies.

Organised recruitment schemes are quite complex regarding their development and implementation. Such programmes require to the involvement of authorities from countries of origin and destination, employers, employer organisations, public and/or private employment agencies and/or recruitment and training agencies. The authorities of the **country of origin** dispose of the necessary statistical information about the quantities, demographic composition and qualification structure of potential emigrants which is the precondition for steering labour emigration in a way that benefits the development of the country rather than draining its human and skills resources. Where emigration is part of mid- or long-term development strategy, the country of origin may consider adapting the national educational system to needs of the main important economic sectors employing immigrants in the country of destination.⁴³ An important role of countries of origin is linked to the monitoring of the situation of their compatriots abroad, as well as their access to rights and decent working conditions.

Authorities of the **country of destination** usually assume the role of a mediator who communicates needs of employers to authorities of the country of origin, identifies relevant local stakeholders and helps to reach out to potential immigrants. Usually the authorities also assume the responsibility for preparation and delivery of pre-departure information packages. They guarantee that the recruitment schemes meet the requirements of immigration and labour market legislation of the destination country concerned. Last but not least, they oversee the compliance of beneficiaries of such schemes, migrants and employers in countries of destination, with existing regulations and agreements.

Employers may take part in the development of general selection criteria and/or the actual selection process of individual migrants and thus ensure their compliance with job requirements. The organisation of vocational trainings in countries of origin is an excellent measure to reduce the necessary integration efforts after arrival.

Immigrants benefit from organised recruitment in several ways. Firstly, since they are provided with a secure work place already before departure they bare a rather low risk to be exposed to abuse or exploitation. Furthermore, clear instructions on how to proceed in the destination country that migrants obtain in terms of pre-departure information packages enhance their capacities to successfully integrate.

There are several basic conditions for the organisation of inter-state recruitment schemes. First of all, this applies to cooperation between the migrant sending and the receiving countries: a sufficient level of trust and collaboration between the two countries is essential. The recruitment can be organized through short term programmes or it can be regulated more widely in the framework of **bilateral agreements**. The aim of such agreements is to make the scheme operational, transparent and beneficial to all parties concerned: the agreements define the modus operandi of the recruitment schemes and its quantitative limits; regulate the process of recognition of skills and the portability of social security rights; stipulate return after the expiry of permits, and include provisions about repatriation of those who violate rules in the receiving country. A second pre-condition for the effective running of recruitment schemes is a well-developed infrastructure for the authorities of the receiving state in the migrant sending country (diplomatic representations, cultural and other centres) that supports the implementation of the schemes. Where such infrastructure is missing, reputable private recruitment agencies may be involved; such agencies can usually offer strong expertise in labour matching and knowledge of local specifics.

Organised recruitment schemes may include a broad range of measures in the area of pre-departure integration measures: language and vocational training, orientation packages, assistance with residence, work permit or medical insurance related administrative etc. Some schemes may go further to provide migrants also with housing, assistance for spouses and children, placing of children at schools and other services.

Cooperation between migrant sending countries and countries of destination

Russian Federation

Due to the close historical and geographical ties between the successor states of the USSR, immigration to Russia after the 1990 has unfolded in a specific regional context. The majority of immigrants to Russia origins from the former Soviet Union republics; for the latter, in turn, Russia is the main destination country for most of their emigrants. This situation of mutual dependence favours bilateral and regional cooperation in terms of managed migration and as a matter of fact, Russia has signed bilateral agreements with some of the countries in the region. In this context, the Russian state migration policy emphasises elements of pre-departure measures for potential migrants to its territory. First of all, there are organized recruitment schemes in

⁴³ In this case a targeted and systematic development of the skills profile of (parts of) the local population should be understood as an attempt to optimise the effects of emigration rather than as a process of state-driven "brain drain".

place in which Russian employers in cooperation with authorities of the sending countries identify, recruit and prepare future employees. Furthermore, Russian migration authorities can make use of the extensive network of representations of the state agency Rossotrudnichestvo that aims at the promotion of the Russian language and culture abroad. Following a recent development, the agency will be entrusted with organising pre-departure integration courses in the most important countries of origin of immigrants.

Recently other CIS countries started to regulate issues related to the employment of their citizens abroad (including social security and pension rights) through bilateral agreements with host countries in the region. States that have signed such an agreement with the Russian Federation are for instance Belarus, Moldova, Ukraine or Tajikistan. Similar agreements have been concluded with relevant EU Member States but also other countries of destination like, for instance, Turkey (in case of Azerbaijan) or South Korea (in case of Kyrgyzstan).

Recruitment programmes of the Republic of Moldova

Since 2011 and 2012 Moldovan labour emigrants can benefit from bilateral agreements with Italy and Israel on the recruitment of workers. Regarding the programme with Italy, the recruited immigrants receive vocational and language training courses as part of their pre-departure preparation. The cooperation with Israel follows a quite complex recruitment scheme: Moldovan citizens willing to get a work visa for Israel have to prove their professional skills first. Of those who pass the test 75% are randomly selected and can take part in next step of the scheme – the medical check. Those who fail to prove their health status are replaced with individuals from the (25%) “reserve”. Pre-departure orientation courses for the finally selected are foreseen. Currently the Moldovan National Employment Agency has registered around 4,000 Moldovans interested to work in Israel.⁴⁴

Germany – recruitment of highly qualified experts

The project “promotion of legal mobility of highly-qualified Tunisian experts” implemented by the German GIZ and commissioned by the German Federal Foreign Office and the International Placement Service of the German Federal Employment

Agency intended to address both the high degree of unemployment of university graduates in Tunisia and the shortage of engineers in Germany, especially in the areas of mechanical engineering and software development. The project selected qualified candidates in Tunisia; identified German companies in demand for highly-skilled workers; trained candidates in Tunis; facilitated the move and subsequent training of 100 participants in Germany, and organized scholarships for concrete trainee programmes in Germany. After completing the trainee programmes, 65 participants obtained employment contracts and continue their careers either in Germany or in Tunisia working for German companies.

<https://www.giz.de/de/weltweit/19727.html>

As mentioned above, **private recruitment agencies** may add value to the recruitment process by having specific knowledge of local environments, experience in labour matching and a transnational network of contacts. However, in view of the frequently observed misconduct of bogus agencies active in promoting irregular migration and/or trafficking in human beings, it is key that both country of origin and country of destination authorities control the conduct of these agencies and closely monitor the compliance of their activities with migration legislation. A formal evaluation and licensing of the agencies and their regular monitoring help to avoid malpractice and abuse.⁴⁵ Given the transnational dimension of immigrant recruitment (cooperation of the agencies on both ends of the migration chain), cooperation between authorities of immigrant receiving and sending countries is important.

IRIS – International Recruitment Integrity System

Ethical and fair recruitment of international migrants is addressed by the IOM-led initiative IRIS. The idea of IRIS is to develop and implement a voluntary recruitment framework gathering governments, employers, recruiters and other stakeholders interested in the improvement of recruitment standards. The IRIS initiative plans to build a system of accreditation where recruitment agencies can on a voluntary basis commit to certain principles and standards. Job seekers will be able to learn about ethical recruitment on the IRIS information portal, and those affected by malpractice by recruiters may ask for assistance in lodging complaints to relevant national authorities.

<http://iris.iom.int/>

44 The information on the international recruitment schemes in Moldova is based on a presentation held by a representative of the Moldovan National Employment Agency on 6th November in Warsaw 2014 at the meeting of the Eastern Partnership Panel on Asylum and Migration devoted to labour migration.

45 Part of the licensing is setting up a license fee at appropriate level. In some states such fees are directly proportional to the recruitment agencies' turnover with the aim to prevent a monopoly and increase the competition between the agencies. On the other hand some observers suggest that an excessive number of recruitment agencies makes state control difficult and actually increases the probability of abusive practices. See Agunias, Dovelyn Rannveig. What we know about regulating the recruitment of migrant workers. MPI, 2013, p. 6.

The following recommendations can be considered in the development of pre-departure preparation and organised recruitment of labour migrants:

RECOMMENDATIONS

- The availability of pre-departure preparatory and integration measures increases the chances of immigrants to successfully perform on labour markets. Such measures inter alia include vocational training, vocational language training, provision of general information about conditions of work and stay in the receiving country, and/or assistance with related administrative procedures.
- Some elements of immigrants' pre-departure preparation can be found in already conducted schemes for organised recruitment. These complex schemes usually involve a variety of stakeholders (state authorities of origin and destination countries, employers, recruitment and training agencies and others) and include elements that, in addition to specific job-related training, also provide general language training, information and orientation measures.
- In general, close cooperation between state authorities of countries of origin and destination countries in the pre-departure phase is beneficial for all parties involved. Based on such cooperation, authorities from both sides can exchange information regarding labour force supply and demand, required skills and qualifications, manage the process of recognition of skills and qualifications, share information on the legal aspects of migration regimes, harmonise regulations of the recruitment process, develop pre-departure information measures and packages, organize information campaigns, and mediate contacts with local employers and NGOs etc.
- Cooperation between countries of origin and destination in aligning general education systems and vocational training systems to joint standards in order to meet formal and informal labour market requirements on both sides represents an advanced measure which is in its very early stages. In view of a better match of skills and qualifications, which are the basis for facilitated labour migration and better functioning integration of labour migrants, the further strengthening of such cooperation should be considered as well.

II.2. Immigrants' orientation

The concept of immigrants' "orientation" in their new host country and society aims at creating a sufficient level of immigrants' awareness on the legal, social, cultural and political conditions that are relevant to successfully structure the initial integration steps after arrival as well as the long term integration process throughout the stay in the host country. Many EU Member States have started to influence the integration potential of newly arriving foreigners through selective immigration policies and pre-departure integration measures, but still acknowledge the need to continue with "orientation measures" also after arrival to further reduce the barriers to integration. Insufficient command of the host society language constitutes the most obvious of such barriers but there are others as well. The social and cultural life of every society is embedded in a large number of explicit and implicit social rules and cultural codes. Thus, it is expected that every member of a society is duly aware of these rules and codes and follows them in the every-day life. Non-observance of these rules and codes leads to exclusion and the notion among the autochthonous and long-term resident population that newly arriving immigrants "do not want to integrate". It should not be underestimated that immigrants originating from different cultural and socio-economic backgrounds may need to get familiar even with those aspects of everyday life that are considered basic and natural by members of the majority society.

Moreover, migrants often have to deal with questions that representatives of the majority society do not have to – especially issues regarding residence, access to work and other migration-related issues.

In view of the above, "orientation measures" intend to lower the described barriers. They aim to facilitate migrants' effective access to relevant and reliable information regarding the life in their host society. Moreover, properly "oriented" immigrants should be aware of the network of integration services offered to them; the written and unwritten principles and norms applied in the receiving society; the rights and obligations linked to their legal status; and the steps and procedures through which these rights and obligations are enacted. Applying a pragmatic definition of "orientation", which focuses on increasing immigrants' individual skills to practically integrate and to understand the do's and don'ts of their new society, also helps to avoid theoretical debates on the definition of integration or on the legitimacy of existing cultural patterns as a *Leitkultur*. Orientation concerns first of all the initial stages of the integration process: good orientation at the beginning facilitates the further progress on integration. Conversely, failed orientation at the beginning may slowdown or even block this process. For this reason the question of awareness and orientation is addressed by pre-immigration measures in countries of migrants' origin and by "initial integration measures", implemented shortly after arrival.

The following section discusses a number of aspects with regard to orientation measures.

II.2.1 Access to information and information channels

Even if migrants were reached already in the country of origin by pre-departure measures, in most cases they will still be in need of additional information after arrival. It is advisable to make such information available in places that will be frequented by immigrants after arrival, e.g. at immigration offices, integration centers, centers of NGOs dealing with immigrants, migrant associations and diaspora organisations.

Printed materials and other one-way communication tools should however only be one element of the communication strategy on orientation. To address the challenges and complexities that immigrants face after arrival, it is advisable to provide them with the opportunity of interactive communication and counselling. This is particularly important in all areas related to legal issues, where there is a double barrier – lack of language skills and of knowledge on legal terminology. The possibility to personally discuss issues with trained representatives of state authorities or entrusted NGOs is of great benefit. Such consultation is usually offered at the premises of **integration or migrant centres**. A comparatively new development is the creation of so called **welcome desks** within administrative sites or integration or migrant centres. These welcome desks follow a "one-stop-shop" approach for migrants regarding first steps of orientation and integration, aim at providing all necessary information under one roof, and ensure direct and personal communication and counselling. Services cover amongst others the provision of information (including information about specific courses and programmes, referral and contacts to external services providers etc.); assistance in solving specific challenges and situations; but also the devising of individual integration plans with subsequent regular evaluation or follow up.

Welcome Desks at Austrian Integration Centres

The Austrian Integration Fund currently operates five Welcome Desks in Integration Centres. At the desks newly arrived immigrants are provided with the so called "Welcome Box" which contains relevant information regarding all aspects related to the integration process in Austria. Moreover, the counselors support immigrants in finding an appropriate German course and refer them to other stakeholders that might be of help in their integration process. The initial interview for recently arrived migrants is conducted according to a standardised format and lasts for about 30-45

minutes; concrete date and time of the interview are set in advance.

An important aspect of the work with migrants is the regular evaluation of the progress in their individual integration process. After 3 months, in a follow-up telephone query, a counselor of the Welcome Desk learns about the migrant's actual situation; in case of need the migrant is offered another meeting at the Welcome Desk or is directed to specific workshops or courses. Such telephone follow-ups are repeated after 12 months in order to ensure the best assistance to the migrant in his/her integration efforts.

The desks also assume the role of information hubs where statistical information about migrants is registered, analysed and stored.

Migrants' awareness of the existence of integration centres is another crucial aspect. In the ideal case, migrants are informed about the possibility to use services of integration centres already prior to their departure. After arrival to the country of destination, they can be encouraged to approach the centers by representatives of immigration authorities, which are contacted by immigrants to arrange their residence status or other legal requirements related to their stay. In addition, it can be considered to establish other communication tools and instruments for counselling. Integration centres might not be always easily accessible (location – and timewise) or migrants might prefer the possibility to talk with experts on an anonymous basis, in case they consider some aspects of their problem as sensitive. Email and telephone information lines (**help lines**) –run by state authorities or entrusted NGOs (including integration centres themselves) – represent a possibility of such “remote” interactive consultation. Thus, experience of many states shows that contacts by phone are preferred by migrants over regular or email correspondence. This observed fact is explained by psychological and cultural aspects (trust to personalized communication, interactivity – possibility of asking complementing questions, need to get the answer immediately etc.) rather than migrants' limited access to the internet.

If authorities run hotlines for migrants in difficult or crisis situations (especially in relation to the issue of the human trafficking) it is advisable to clearly distinguish such lines from the ones providing general information and counselling on integration issues. Both aspects require specific training, know-how and communication skills and should not be mixed in order to ensure their respective effectiveness.

Since 2008 the Ministry of the Interior of **the Czech Republic** has supported a comprehensive project implemented by the NGO “Charita Czech Republic” providing a broad spectrum of counselling and services for Mongolian and Vietnamese immigrants including a telephone hotline, internet-based communication and interpretation from Mongolian and Vietnamese languages. As for the telephone line, the call-operators are usually recruited from the migrant communities.

They are however supported by skilled social and legal counselors and receive relevant trainings.

The specific focus of the project/help line is mainly shaped by the language gap between the Mongolian, Vietnamese and Czech languages. Experience shows, that access to information and services is significantly more difficult for migrants with these language backgrounds compared to other immigrant communities, with Ukrainian and Russian background.

The phone help-line in Mongolian has been operational since 2008 and is available to migrants two times a week (four hours a day). A similar line in Vietnamese was launched in 2012 and in view of the increasing use by migrants has expanded its working hours to three times a week (four hours a day) in 2014.

<http://www.charita.cz/infolinka/>

Countries of destination of immigrants have also introduced **integration courses** for newly arriving (or already residing) immigrants that emphasise questions related to social and cultural aspects, the history of the host country, its political and legal system and the general values prevailing within the society.

Aspects of “language” and “civic integration” in integration courses⁴⁶:

In **Austria** knowledge on social and cultural aspects of the host society is not brokered by specific courses but forms part of the curriculum of the language courses: migrants shall learn the language and get acquainted with the civic integration topics at the same time.

In **the Czech Republic** immigrants can visit the non-obligatory course “Welcome to the Czech Republic”, which consists of 8 hours of teaching. The course is translated and accompanied by a movie and the distribution of a special brochure. It is under consideration to make attendance in this course obligatory for newly arrived immigrants.

In **Germany** the general integration course comprised 600 hours of language teaching and 60 hours of teaching of orientation and civic integration topics in 2005. Since 2009 the language part increased up to 900 hours (or 1,200 hours for immigrants with very low educational background). In France 200-400 hours of language teaching are completed by one day civic instruction. Sweden is yet other example of an EU MS where language tuition and civic integration topics are combined within the integration courses.

46 The information on Austria and the Czech Republic provided by the ERIS partner state authorities. The other country examples were retrieved from Höhne, Jutta. Language integration of labor migrants in Austria, Belgium, France, Germany, the Netherlands and Sweden from a historical perspective. Berlin, 2013.

Since the individual motivation to attend integration and orientation courses might not always be satisfactory, the introduction of **obligatory attendance** (or **obligatory testing**) for immigrants (or particular categories) can be considered. Integration practitioners observe situations where certain categories of migrants consider their own knowledge of the immigration realities sufficient, prefer to rely on relatives' or co-nationals' know-how and do not feel the immediate need to learn by use of official channels. This attitude entails the risk of information gaps and of relying on distorted or wrong information at the same time. Moreover, due to cultural and socio-political differences between countries of origin and destination immigrants may hesitate to contact the integration centers – the reasons may vary from immigrants' misperception of the role of NGOs (due to absence of or weak role of NGOs in immigrants' origin countries), hesitance to approach organisations subsidised by/connected to state authorities or doubts about the quality of services.⁴⁷ Thus, mandatory courses do not only ensure attendance but also have a trust-building role in facilitating contacts between immigrants, state authorities, integration centres and/or NGOs.

Web sites and portals providing information related to immigrants' orientation and integration have also gained in importance. Ideally, such information is concentrated on one platform, and provided directly by the responsible authorities or developed under their supervision. Again, easy access and relevant, accurate but low-threshold information are important aspects. Target groups (immigrants, NGOs, employers, municipal or other state organisations) have to be clearly defined. In order to reach out to immigrants, such portals should cover the native languages of the main immigrant groups in the country.

Web portals for immigrants – Austria, the Czech Republic and Russian Federation

All ERIS partner countries recognize the importance of the World Wide Web regarding outreach and communication and provide migrant relevant information on webpages, be it specifically designed web portals or subsites of migration/integration authority websites.

In **Austria** migrants find relevant information on <http://www.integrationsfonds.at/>. The website informs about integration contracts, language courses, integration centres and programmes for individual support. On the website, migrants can swiftly navigate according to specific integration topics like job market, social integration or language integration or they can find specific information for particular target groups. The website www.berufsanerkennung.at presents quick and simple guidance to the right contact point for migrants, who want to have their professional education recognised in Austria, and offers comprehensive information on the subjects of employment and further education.

In **the Czech Republic**, the two main web portals in the area of immigrant integration and orientation are www.cizinci.cz and www.immigrationportal.cz. On these portals, foreigners can read and download all important legal instructions, alerts regarding legislation changes or regional specific situations; find information on language and integration courses, education, social and health security, tax system etc. Part of the information is presented according to specific target groups. Several language versions are available.

Foreigners in **Russian Federation** can find important legal information on http://www.fms.gov.ru/foreign_national/. The information is presented for specific immigration groups respectively. Taking into account the prevalence of immigrants from CIS countries, the information is mainly presented in Russian. However, information is also available in English. Moreover, the web portal also provides information for employers who intend to employ foreign labour force.

Other examples of comprehensive and well accessible immigration portals can be found in Germany (<http://www.bamf.de/DE/Willkommen/willkommen-node.html>) and the traditional overseas immigration countries like Canada (<http://immigrationportals.ca/>) or Australia (<http://www.australianportalimmigration.com/>).

II.2.2 Principles of effective communication

It is crucial to present information as clear, understandable and accurate as possible, especially when it concerns immigrants whose language skills and lack of knowledge on legal principles and traditions bear quite a risk of misunderstandings.

The following general principles should be considered in this respect:

Intelligibility. Messages should be communicated to immigrants in a language that they understand. The translation of relevant information into the native language of immigrants does not contradict the general aim of language tuition and integration, the understanding of key information favours the integration progress. This also refers to the level of sophistication of the provided information. It should follow a low-threshold approach and try to break down complex information to simple and plain language as much as possible.

Migrant perspective. Provided information should be practical and applicable to the realities of migrants. It should be reduced to the necessary "hands-on" format and contain clear instructions on how to address typical situations and challenges.

Diversification of information according to particular target groups may be more effective than communicating global and all-embracing messages. In case of printed materials, brochures, leaflets or instruction movies it is advisable to combine more comprehensive information materials with shorter targeted materials, e.g. for foreigners with specific residence titles, migrant families with children etc.

47 Leontyeva, Yana, Pokorna, Anna: Faktory branici vyuziti kvalifikace na trhu prace v CR. MKC, 2014, p. 25 ("Factors Preventing Use of Qualifications at Labor Market in the Czech Republic")

Aiming at specific target groups

In light of recent increasing number of applicants for permanent residence the Ministry of the Interior of **the Czech Republic** published separate information material for holders of this residence title. It provides rather “advanced” information on specific areas of foreigners’ life in the country, especially their participation in “mainstream services”. Thus, the booklet makes familiar with pension system, citizenship and family reunification, social transfers

and other topics, rather irrelevant for temporary immigrants. The booklet is available in Czech only as sufficient command of language is expected since the majority of immigrants had to pass the language test as part of their application for the permanent residence permit.

Another example for such a diversified approach is the information booklet specifically designed for foreigners residing in the capital of Prague.

II.2.3 Topical areas covered by orientation measures and materials

The most frequently used information media in area of immigrants’ integration include booklets, leaflets, instruction movies and websites. **Information booklets** for

initial orientation of newly arriving immigrants are usually published by state authorities dealing with foreigners’ integration or entrusted non-governmental organisations. The documents differ in extent and structure; most of them address the following issues important for immigrants’ life and integration in the host society:

GENERAL AREA	TOPICS	SPECIFIC ISSUES
IMMIGRATION, RESIDENCE	<i>Aspects related to residence and stay</i>	Rights and obligations related to registration after arrival. Residence titles, their acquisition, prolongation, renewal, change of status etc.
ECONOMICS	<i>Job, employment and entrepreneurship</i>	Obtaining, prolongation, renewal of work permits. Legal forms of labour market participation. Principles of national labour law. Starting and running of small business. Subsidies and start-up support. Tax and social security system. Recognition of qualifications.
SOCIAL	<i>Education</i>	National education system. Involvement of foreigners and children of foreigners, legal and financial aspects. Recognition of diploma.
	<i>Housing</i>	Housing market. Potential subsidies. Rent and its components. Rent agreements and contracts.
	<i>Health care</i>	Health insurance, legal and financial questions. System of health care providers. Basic services and practical issues.
CULTURE, SOCIETY	<i>Language.</i>	Explanation of eventual language requirements. System of language courses and testing.
	<i>Culture, politics and society</i>	Structure and functioning of the political system of the country, its cultural principles and societal values. Information of this kind (including those concerning the role of women in society, difference in familiar and formal language modes in some of the languages, greeting at public places, behavior in public transport etc.) might be trivial for members of the host society and to immigrants from culturally close countries, however, immigrants from areas culturally more distant such information can be crucial to avoid the “don’ts” in intercultural communication. Information on what is typical/common/acceptable to the culture of the host society and what is not, is a sensitive issue that is normally difficult to agree upon by members of the society themselves. Information about “typical features” of the local population, its behavioral patterns, values and principles should be collected and presented very cautiously. It should thoroughly address diversities within the majority society and avoid the reproduction of generalisations and stereotypes.
ORIENTATION	<i>Administrative, institutions and procedures</i>	Comprehensive information on the structure and functioning of public institutions, their roles, procedures, relevant immigrants’ rights and responsibilities, in order to enhance orientation in administrative systems.
	<i>Transport.</i>	System of public transportation. Driving license; its obtaining, recognition of driving licenses issued in other countries.
	<i>Crisis situations</i>	A brief overview of authorities or organisations where immigrants can turn to if encountering severe difficulties and crisis situations.
	<i>Contacts</i>	Contact details regarding relevant authorities and other stakeholders should be always provided. When materials are translated, it is advisable to always provide the original names and titles of the authorities in the main language of the receiving society for easier reference. Checklists of the main steps to be followed in a given topical area can improve migrants’ capacities to follow all relevant steps in the right order. Checklists, added at the end of booklets and other information materials, can guide migrants in a simple way on how to proceed in certain situations. Other useful elements of information materials are indices or glossaries of relevant terminology.



„How do I do this“ – increasing migrants’ orientation on administrative procedures in the Czech Republic

In an easily understandable way the programme „How do I do this“ directly projected on screens situated in immigration offices explains particular administrative procedures that immigrants may need to pass during their stay in the Czech

Republic. Independence and capability of migrants in arranging their administrative issues is not only a value in itself; it is seen as a part of broader efforts to minimize the influence of informal mediating structures. The programme „How can I do this“ communicates via leaflets and animated films both of which can be found at <http://www.mvcr.cz/mvcren/article/how-do-i-do-this.aspx>



Information materials for newcomers – Austria

(Booklet “Welcome to Austria”, title page) http://www.bmeia.gv.at/fileadmin/user_upload/Zentrale/Integration/Welcome_to_Austria.pdf

(“Austria from the beginning” – table of content) http://www.bmeia.gv.at/fileadmin/user_upload/Zentrale/Integration/Austria_From_the_beginning.pdf

Preface.....	4	How well should I learn German?.....	17	Preventive health care.....	41
Austria at a Glance.....	6	German language courses.....	18	Social Affairs.....	44
A Brief History of Austria.....	10	Kindergarten.....	20	Support for the elderly.....	44
Social Engagement.....	12	School.....	21	People with disabilities.....	44
The National Action Plan for Integration.....	14	Universities.....	24	Early support for children with disabilities or retarded development.....	45
Language.....	16	Adult education.....	26	Youth protection, alcohol and tobacco.....	45
Why learn German?.....	17	Recognition of your degrees and diplomas.....	26	Protection for women.....	46
		Working in Austria.....	28	Equal treatment.....	47
		Who is allowed to work in Austria?.....	28	Marriage and Partnership.....	48
		What type of work is available in Austria?.....	28	Money.....	50
		Taxes and Duties.....	29	Culture, Leisure Time and Sports.....	52
		Finding a job.....	30	Media.....	53
		Mentoring for immigrants.....	31	Museums.....	56
		Housing.....	32	Theatre.....	57
		Buying an apartment.....	32	Music.....	58
		Buying a property.....	33	Sports.....	58
		Searching and finding an apartment.....	33	Religion.....	60
		Compulsory registration.....	34	Recognised churches and religious communities.....	60
		All around housing.....	34	Officially registered religious confessional communities.....	61
		Health.....	38	A Few Words at the End.....	62
		Insurances.....	39		

Leaflets

As in other thematic areas also in immigration and integration fields the leaflets are used to communicate specific information of limited extent or to highlight contact information and details.

Instruction movies

Technological progress and the wide-spread use of the World Wide Web allows for using web movies as an effective information and communication tool. Such

movies are frequently accessed and well received and sometimes reach larger and global audiences than written texts. They can be easily put on the web where migrants can watch or download them. Their added value lies in the audio-visual content accompanying the presented information. Movies are a good tool to communicate stories, personalised and based on the experience of individual migrants. Thus, recipients have the opportunity to compare their own situation with presented experiences. Similarly, **comics and cartoons** are another format that can communicate information in a simple way.

Both Austrian and Czech authorities produce integration-related movies additionally to written materials. In **Austria** the movie “Welcome to Austria” is part of the pre-arrival package for visa applicants in the most important countries of origin. It is also accessible via the internet in four language versions (German, Turkish, Serbian and English). The film addresses various topics relevant for daily life in the Austrian society: the basic geographical and political environment of the country, medical care and treatment, leisure and travelling etc. It also informs about important values in the Austrian society like freedom of speech and equal rights.



See <http://www.bmeia.gv.at/integration/download/publikationen/> (Orientierungsfilm Willkommen in Österreich).

In **the Czech Republic** movies are part of information packages of all three current integration programmes – “Next Stop – the Czech Republic”, “Welcome to the Czech Republic” and “How do I do this”. Some of the movies use real actors while others use animated graphics.



(From the animated movie of the programme “How do I do this” – <http://www.mvcr.cz/mvcren/article/how-do-i-do-this.aspx>)

II.2.4 Layout aspects of printed information materials

Besides a good general structure and layout, booklets and leaflets should aim at a clear sequencing of chapters and at providing clear and consistent information. Headings should reflect the scope of the message communicated in a way understandable to recipients.

It is to be expected that some of the provided information will be outdated after some time. The necessary intervals for updates should be taken into account during the planning of publication cycles and quantities. Dating information materials might be useful as well as referencing web pages where updates on eventual developments can be found.

II.2.5 Follow up and evaluation of orientation measures

It is difficult and cost-intensive to follow individual integration trajectories over longer time periods. It might still be useful to accompany an immigrants’ integration process during its initial phases to monitor the success of the orientation phase. The example of the Welcome Desks of the Austrian Integration Fund (AIF), described in detail in chapter IV.1, represent a Good Practice in this respect. AIF representatives regularly contact immigrants who passed through the Welcome Desks in order to check developments on their integration path. In case of obstacles and difficulties experienced by immigrants the AIF representative can propose possible solutions, refer to other service providers or schedule additional consultations at the AIF. Thus, follow-up activities not only help individual immigrants but serve as an important feedback on the effectiveness of the orientation measures.

The following recommendations can be considered in the development of orientation measures:

RECOMMENDATIONS

- Immigrants' orientation in the new society relies on relevant and accurate information they have. This information should be objective, easily accessible and comprehensible for the recipients.
- Ideally, related information is provided directly by the responsible authorities or developed under their supervision, to ensure accuracy of the presented content and conformity with migration-related regulations and objectives.
- Orientation should be facilitated as soon as possible, ideally immediately after arrival. Immigrants should be also given the opportunity to communicate and consult personally with counsellors and advisors. In this respect welcome desks or other units within integration centres dedicated to newcomers can be recommended as a Good Practice.
- Integration courses for newly arrived immigrants represent another way to reach out to immigrants shortly after their arrival. Mandatory participation in such courses can be considered in cases where the readiness to participate on a voluntary basis is low or where there are concerns that migrants might receive misleading information from community members or informal mediators.
- Immigrants' access to information should be ensured at all stages of their stay and integration process in the receiving society. Information and consultancy can be provided at authorities' premises, integration centres, NGOs or through information and help-lines. Information web sites and portals represent another important information and communication tool.
- The information for migrants shall be presented in an accessible and understandable way. Various communication tools and formats can be employed in this respect (booklets, leaflets, movies, animated films, cartoons and comics etc.); character and scope of the information should be relevant, understandable and migrant-centred; the materials should be diversified for different migrant categories in view of their respective information needs.
- Orientation on legal aspects and administrative procedures constitutes an important type of information highly relevant for immigrants' everyday life. Taking into account both the complexity of legal norms and procedures and existing language barriers it is advisable to provide low-threshold information and simple guidelines how to proceed regarding the most important and frequent procedures. Related „step-by-step“ guidelines should be accompanied by „checklists“ on respective steps necessary for accomplishing particular procedures.
- It is advisable to accompany an immigrants' integration process during its initial phases to monitor the success of the orientation phase. Follow up and evaluation of orientation measures not only enable integration authorities to provide immigrants with eventual additional interventions but are also an important feedback for further improvement of the particular orientation measures.

II.3 Language Integration

Most immigration countries perceive the acquisition of the respective national language by immigrants as the absolute priority in integration. Consequently, language tuition is also the primary focus of most integration policies. This emphasis is confirmed both by recent policy developments in main countries of destination as well as by the broad number of research studies devoted to this topic.⁴⁸

Speaking the national language fulfils a number of key functions regarding the integration process: it allows for effective communication between immigrants and public authorities, economic counterparts and individual members of the host society. When having a sufficient knowledge of the national language, immigrants can orient themselves independently and sufficiently regarding the formal rules, requirements and conditions that regulate the everyday life in modern complex societies; and acquire awareness of their rights and obligations which in turn should prevent them from exclusion and exploitation. At the same time, acquisition of the national language facilitates the social integration of immigrants in the host community;

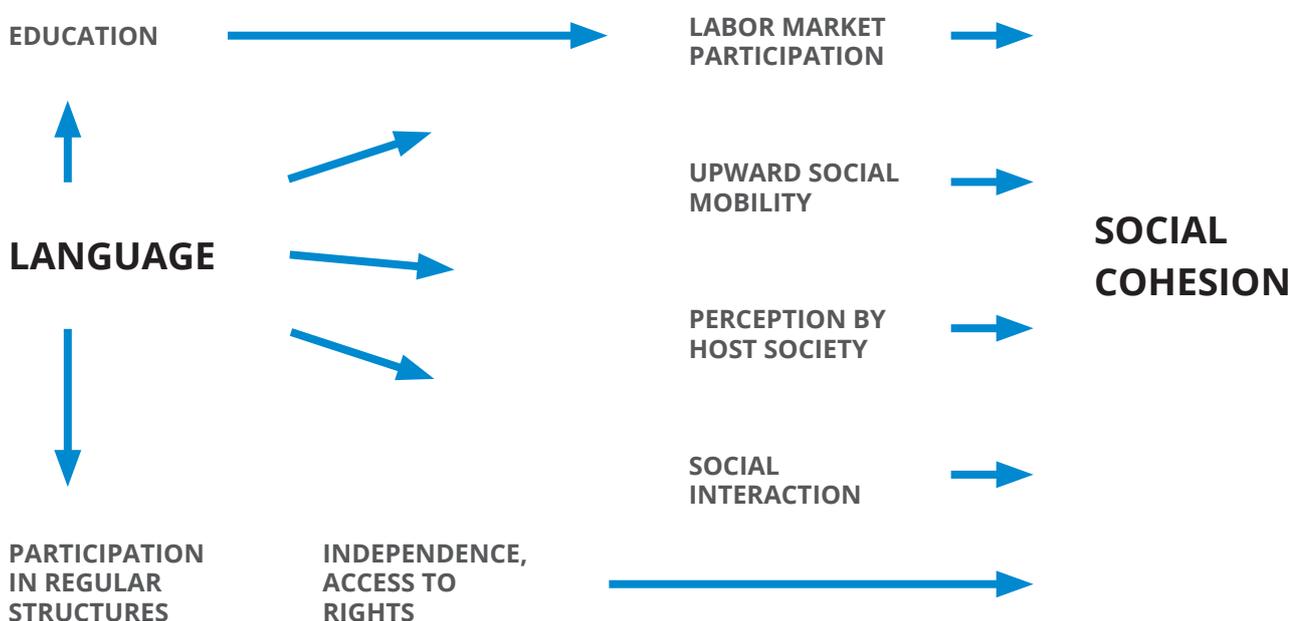
being able to communicate in the “same language” furthers interaction between the immigrant and resident population. Last but not least, language competence has far reaching consequences for the social (upward) mobility of immigrants, also in terms of inter-generational mobility. Low levels of language competence work detrimentally to any member of the society’s performance on the education and labour markets; this holds even more true for immigrants and their children who face a number of additional obstacles to successfully perform within these systems and to benefit from upward mobility for themselves or for their children. Consequently, effective policies on language integration play a key role in promoting equal chances for all members of the society.

Thus, not only immigrants themselves but also the host societies benefit from successful language acquisition of the prior. Amongst others, enhanced language competence of immigrants helps to maintain social coherence and the necessary level of trust between all members of a community; to make better use of the full economic potential of immigrants; and to prevent undesired phenomena related to the exploitation of immigrants, their exclusion, spatial segregation, school drop-out, and unemployment.

Despite the undisputed benefits linked to language acquisition, the actual motivation of immigrants to acquire the host society’s language can vary significantly. The main reason for that is simple: learning a new language is difficult and time-consuming. Immigrants are anyhow occupied with a number of challenges related to the first adaptation to a new society. Especially when they have found employment they might feel that they

48 See f.i. Höhne, Jutta. Language Integration of labor migrants in Austria, Belgium, France, Germany, the Netherlands and Sweden from a historical perspective. Berlin, 2013. Language requirements for adult migrants in Council of Europe member states: Report on a survey, 2011. There is a number of studies devoted to the topic of education of children with immigration background which discuss the issue of language competences. See for instance. Where immigrant students succeed – A comparative review of performance and engagement in PISA 2003. OECD, 2006.

Language, Integration and Social Cohesion



do not have the time, the means or the preparedness to actually do it.

Every individual “migration project” is based on a complex set of motifs and aspirations. The acquisition of a foreign, i.e. national language of the host country is often perceived as a long term investment, whose value for the individual is assessed against its benefits for individual migration plans and perspectives, such as the expected length of stay in the country, the status of the language (globally, regionally or only nationally used) or linguistic closeness of immigrant’s native and the host society’s language seem to influence decisions taken by immigrants. The most important factor is the question whether they need to command the language to successfully perform on the labour market. For many low-skilled or manual jobs this is not always necessary, especially when such jobs are provided within migrant networks of the same origin. But as such close ties with a community or network limit the overall chances of the individuals affected to perform successfully outside these structures and niches, and are not always in the interest of the receiving state as they reduce the economic potential of immigration; limit their involvement in schooling of their children and are critically looked upon by the majority society. Integration policies thus emphasise and insist on language acquisition of immigrants. The respective administrative obligations to acquire and/or demonstrate sufficient command of the language are an aspect immigrants have to take into account and represent without a doubt a mobilising factor when it comes to their participation in integration measures and programmes.

At the same time, successful language acquisition by immigrants depends strongly on the specific national context, i.e. concrete set-up and functioning of specific integration measures and the overall educational systems impacting integration. A comparison of the educational and labour market performances of immigrant populations with a similar demographic profile across different destination countries gives a good impression of the effects that related state policies might have.⁴⁹ The findings of research on the issue suggest that language integration policies do matter and represent an influential instrument at the hands of policy makers when it comes to immigrant integration.

In view of the country-specific composition of immigrant populations, language integration policies differ between immigration countries. Size and structure of immigrant populations depend on the prevailing forms of immigration (temporary, circular, permanent, economic, political etc.), demographic characteristics of immigrants (age structure, socio-economic characteristics, educational levels etc.), cultural specifics (cultural and linguistic distance between the host society and the main countries of origin, level of ethnic heterogeneity) and other factors.

In traditional immigration countries a lot of attention is paid to language acquisition of migrant youth

or “second generation” migrants, as these countries have learned that the lacking language competences of these specific groups influence their educational achievements in a negative way and hamper intergenerational mobility. More recent immigration countries might rather focus on “newly arrived” immigrants in the working age. Consequently, the focus is on the organisation of evening language courses, specific job-related language trainings or language requirements and tests prior to immigration.

The approaches applied by the three ERIS states in the area of language integration illustrate some of existing differences between countries with longer experience of immigration and “more recent” immigration countries:

- In **Austria**, a country with a long immigration history, family members of immigrants and members of the so called second generation are a main priority regarding the target groups of language integration. This group has recently started to receive attention in the **Czech Republic** where the second generation has started to gain in significance. The same development can be expected for the relatively “young” immigration country **Russian Federation**.
- Linguistic and cultural distance – or closeness – between country of origin and host society is another point where the three countries differ. Although Russian authorities have observed a decline in the proficiency in Russian among newly arriving cohorts of immigrants from the (non-Slavic) CIS countries, the traditional role of Russian culture and Russian language will continue to be an important factor in the region and a distinct form of social capital large shares of newly arriving immigrants will bring to Russia. The rising interest in Russian culture and Russian language courses observed in immigrant sending countries in Central Asia support such an assumption. The situation in the Czech Republic is marked by the presence of three large, culturally different ethnic groups. As the biggest group of third country nationals in many years, the Ukrainian nationals benefit from a relative closeness of their native language to Czech. The situation of Russian Federation citizens is comparable. The Russian community in the Czech Republic is characterized by a relatively high socio-economic status and high educational levels. The second most important immigrant group in the Czech Republic are Vietnamese nationals. Their language skills are significantly lower, which is attributed to linguistic distance but also to observed patterns of self-seclusion. Vietnamese immigrants often move and work within their own networks and have only limited contacts with the majority population and the mainstream labour market. The ethnic composition of immigrants in Austria is to large extent determined by the long-term effects of the guest-worker immigration of Turkish citizens in the 1960–1970’s and former Yugoslavian citizens in the 1960–1970’s and in the 1990’s. In recent years there was a shift in immigration patterns towards EU Member States citizens with German citizens becoming the most important groups of newly arriving immigrants. Notwithstanding this, language deficits especially among members of the Turkish community are a major concern of the Austrian integration policy.

49 See for instance the findings of a comprehensive research study on second and third generation migrants of Turkish descent in a number EU Member States: Crul, Maurice ed. School careers of second-generation youth in Europe. Which education systems provide the best chances for success? In: Crul, Maurice ed.: The European Second Generation Compared. Does the Integration Context Matter? Amsterdam, 2012.

Besides differences, however, a number of similarities can also be found among the ERIS countries:

- The prevailing migration patterns are permanent immigration or circular migration with longer time periods spent in the host country. Consequently, sufficient command of the national language by immigrants is seen as a must and as the absolute priority of integration policies.
- The proportion of labour immigrants among all immigrants is high. This implies that language acquisition policies try to adjust to the needs of the economically active immigrant groups.
- Cultural and linguistic distance between migrant communities and host societies is a given fact for at least some of the important immigrant groups. This basic fact also highlights the need for active language acquisition policies.
- On the whole, the social and economic capital of the most important migrant communities is often lower than the ones of the majority population. Significant shares of immigrants residing in or moving to ERIS countries have originated from rather poor rural areas of their home countries, typically characterised by underdeveloped educational infrastructure, limited professional opportunities and the existence of traditional lifestyles and gender roles. Language acquisition policies by the receiving states play an important role in this respect, as they have to address specific deficits of their target groups and are of particular importance in promoting inter-generational social mobility but also the empowerment of female migrants.

II.3.1 Language acquisition policies for young immigrants

The motto “integration from the beginning” has become the guiding principle of integration policies and finds its expression also in the area of language integration. In the area of language tuition and acquisition integration policies make a distinction between adult immigrants and their descendants. Specific integration programmes and language courses target the first group while language acquisition of the second group should be covered by the general educational systems.

Language acquisition of immigrant children is part of a broader discussion on educational policies in times of immigration and in acknowledgement of the increasing presence of students with immigration background and the need to devise more complex and better functioning responses to this situation. Proficiency in the language of instruction is an indispensable prerequisite for student's overall performance in the education systems. Some scholars argue “that while the proxy indicator for integration for the adult migrants is economic stability, for the migrant children it is language proficiency.”⁵⁰

Under performance of immigrant youth at schools and on the labour market, observed in some of the

traditional immigration countries, adds further accents to the discussion: on political level, insufficient capacities of the national educational systems to fully accommodate students with immigration background, their questioned ability to promote equal opportunities etc. A more pragmatic approach focuses on the link between education and the labour market. A structural under-performance of certain ethnic groups leads to ineffective use of “human capital” and goes hand in hand with number of undesired effects that threaten societal cohesion and increase public costs – ethnically based unemployment, social frustration, spatial segregation and others.

Within the debate on immigrant youths' educational performance the issue of language acquisition seems to play the central role; however, insufficient command of the host society language by young immigrants, children with immigration background and their parents is not the only obstacle for educational careers. In countries with significant low-skilled labour immigration (and accompanying immigration of family members) the weak socio-economic and cultural status of parents is another aggravating factor (insufficient support for children, a “family culture” of low expectations and aspirations, lack of stimulating environment etc.) that is further amplified by the specific situation of families in a new country (low income jobs with long work hours, poor housing conditions etc.). The general set up of the educational system, the specific school environment or the cultural and social competences of teachers complete the set of factors that influence the school performance of immigrant children.

Integration measures in the early childhood

The need of the earliest possible start for learning the second language has been broadly acknowledged.⁵¹ This is especially important in systems with a relatively late age of entering into formal education (primary schools or kindergartens where these are obligatory). The points in time when (immigrant) children get acquainted with the language of the host society for the first time in a structured way – differ between countries depending on the respective schooling policies.⁵²

Austria - obligatory “Kindergarten” year

The Austrian authorities recognize the importance of an early start of language acquisition of immigrant children as a precondition for their fur-

50 See Siarova, Hanna and Essomba, Miquel Angel: Educational policies for language support addressed to children and youngsters with a migrant background. Making the tower of Babel a meaningful learning place for inclusion. The importance of language proficiency among pupils with a migrant background, SIRIUS Policy Brief 2011, p. 4

51 The importance of commanding the language for school performance and “low personal costs” of learning languages in a young age are relevant aspects in this respect. As cognitive psychology established, pubertal age is a boundary after which the ability to learn a new language decreases. See Heckmann, Friedrich. Challenges for European Education Systems Arising from Immigration and Strategies for the Successful Integration of Migrant Children in European Schools and Societies. NESSE Analytical Report 1 for EU Commission DG Education and Culture. January 2008. p. 58

52 E.g. it is 7 years in Sweden compared to 5 years in the Netherlands. According to Crul, Maurice ed. School careers of second-generation youth in Europe. Which education systems provide the best chances for success? In: Crul, Maurice ed.: The European Second Generation Compared. Does the Integration Context Matter? Amsterdam, 2012, p. 106.

ther educational success. Taking into account the fact of an observed low voluntary participation of children from certain migrant backgrounds in pre-school facilities and their consequent poor command of German at the time of entry into elementary schools, in 2010 the Austrian authorities decided to introduce the obligatory attendance of Kindergarten for at least one year.

This measure proved to be very successful, the care ratio of 5-year old children was increased to nearly 98%. The attendance of children with other first languages than German was raised from 22.6% to 27.3% nationwide whereas Vienna saw the highest share of 5-year-olds in childcare facilities with other than German as first language reaching almost 61% in 2013. Based on the positive experiences made, the introduction of a second mandatory year in Kindergarten will be gradually implemented from 2015 onwards.

In addition to increasing attendance of childcare facilities, the Austrian federal state and the local authorities promote large scale German language tuition for children aged between 3 and 6 years in kindergartens to support all children in Austria (both with and without immigrant background) in reaching the age adequate levels in the national educational language. From 2012-2014 EUR 30 million were invested in this field, an amount that will be tripled in the years 2015-2018.

More information available at <http://www.bmfj.gv.at/familie/kinderbetreuung/evaluierung-verpfl-kindergartenjahr.html>

The quoted Good Practice from Austria confirms a general trend towards stronger and earlier inclusion of children into educational institutions that can be observed in many EU countries.⁵³ Despite the undisputed positive impact of pre-school facilities it should not be neglected that the level of the language knowledge acquired by migrant children in kindergarten is not always fully sufficient for their full participation in the later educational process. Relevant studies state that two years of learning are sufficient for mastering a language at the common communicative level while the academic level (necessary for successful participation in primary and secondary schools) may take up three times longer. Continuous language support at later stages of immigrant children' schooling is therefore advisable.⁵⁴

The importance of an early start in language acquisition increases in systems with high levels of differentiation, especially when the division to different educational tracks takes place relatively early. Timely acquaintance of the language by immigrant children helps to alleviate their initial handicap and increases the chances that any selection processes will "measure" their actual cognitive abilities rather than delayed acquaintance of the language.

53 Ibid.

54 See Where immigrant students succeed – A comparative review of performance and engagement in PISA 2003. OECD 2006, p.27

An earliest possible start of language learning requires less individual energy and motivation on the one hand and lower public investment on the other as it reduces the need to make up for deficits at later stages in an immigrant's life. Contemporary cognitive psychology also confirms that for children learning two languages in parallel (language of their parents and that of the host society) is not a problem. Earlier assumptions suggesting that a second language can be learned by children more easily after they had fully mastered their mother tongue are not deemed valid anymore. It is rather recommended to launch the learning process of the second language by immigrant children as early as possible regardless their level of commanding the mother tongue.⁵⁵

Even in systems where immigrant children enrol in kindergartens and primary schools comparatively early there might remain a need for additional support. In this respect some countries have made extensive experience with a variety of early childhood support programmes that are believed to bring about convincing results – according to some research such programmes produce short term positive impact on cognitive abilities of students and long term positive effects on their school performance at the same time.⁵⁶ Several national examples of the programmes are listed in the table below.

Early childhood – improving language competences

Center-based programmes

Austria – Lerncafe (*Lerncafe*)⁵⁷

The scope of activities provided in the Lerncafes is broad. Thus, mastering of the language is one of its indirect but very much welcomed effects. The Lerncafes work as a place where children from migrant families (or other socially disadvantaged families) may spend their after-school time in a meaningful way together with other children, professional tutors and volunteers. The three main types of activities in the Cafes include school-related activities (repetition of school subjects, homework, preparation for tests etc.), playing games and promotion of a healthy life style including physical exercises. There is clear evidence that the school performance of children attending the Cafes improves quite dramatically. Currently such facilities can be found in most Austrian municipalities with sizeable immigrant populations.

55 Regarding the interdependency in learning of languages see f.i. Heckmann, Friedrich. Challenges for European Education Systems Arising from Immigration and Strategies for the Successful Integration of Migrant Children in European Schools and Societies. NESSE Analytical Report 1 for EU Commission DG Education and Culture. January 2008, p. 58.

56 Ibid p. 46. Due to a lack of equivalent data for Europe the author quotes from evaluations of the early childhood programmes in USA during the 1990's; where such programmes have a tradition of many decades.

57 <http://www.caritas-wien.at/hilfe-einrichtungen/asylmigrationintegration/bildungsarbeit/lerncafes/>

Empowering of parents

Along with the concept of improving language and other relevant competences of children in specially designated centres and clubs there is an additional measure to positively influence the overall family environment by enhancing the capacities of parents as “natural teachers”. Within such programmes the widely known concept of HIPPY receives a lot of attention.

HIPPY⁵⁸ (Home Instruction for Parents of Preschool Youngsters)

In the framework of the programme parents of children of a pre-school age are regularly visited by tutors (individuals of similar national or ethnic background) who instruct the prior on how to raise the skills of their children (regarding cognitive, motoric or social aspects). Thus, it is important to stress that the educational interactions between parents and their children take place in the national language of the host country. During more than 40 years of applying the concept in about ten countries a complex methodology has been developed including standardised didactic materials and instructions.⁵⁹ In Austria, HIPPY has been active since 2007. Currently, the programme is present in six of Austria’s nine provinces (Vienna, Lower Austria, Salzburg, Styria, Tirol and Carinthia).

More or less similar concepts can be found in other countries like f.i. programme “Samenspel” in the **Netherlands** (center-based programme working explicitly with mothers from immigrant communities).⁶⁰ Support programmes for migrant parents organized by **German** BAMF include assistance in bringing up children, information courses about education and apprenticeship systems in Germany, advisory sessions and other potentially useful services.⁶¹

Schooling

Early measures at schools significantly mitigate the impact of the initial challenge that immigrant children have in terms of language; however, they cannot always compensate it fully. It is therefore advisable to provide immigrant children with continuous and targeted support at later stages of schooling as well. Such support

is of course necessary for children who come to the country already at school age in the framework of family reunification and whose situation is even more challenging than the one of “children with immigrant background” already born in the country. Especially for young “newcomers” language preparatory classes are organised, before or in parallel with regular schooling. Thus, it is recommended to keep such classes rather short and transitory in order to avoid students’ extended stay, long exposition to ethnic peers only and possible stigmatisation from side of non-migrant colleagues.

When designing concrete types of language support classes it is recommended that students are enrolled in regular classes even before their knowledge of the language is perfected.⁶² As it is suggested by educational science, the progress in learning a language depends on overall cognitive abilities developed while studying other school subjects and vice versa. Support courses in parallel rather than preceding normal schooling seem to be more appropriate in this respect.

Experience shows that language support courses should be organised systematically, following standardised curricula; these curricula should be based on high standards and expectations towards attendants’ performance; courses should be led by teachers skilled in teaching the national language as a “second language” (“language for foreigners”); and courses should take place in the vicinity of the respective regular schools of the students, so teachers of the regular curriculum and special language teachers can interact.

Language support courses can be supplemented by other measures that refer more generally to education and that can help to tackle deficits resulting from a language handicap. Firstly, any learning process depends on individual motivation. Lack of motivation, low self-esteem and a sense of being marginalised hamper learning processes, which are also influenced by the feedback received from teachers and tutors. The quality of teachers and skills in inter-cultural communication are very important. Teachers should be able to communicate expectations towards the immigrant children, to understand their specific situation and to distinguish their real abilities from language deficits. Even sensitive teachers may be subject to unconscious biases; all systems of students’ evaluation should therefore ideally reduce the teachers’ subjective role to a minimum.⁶³ Immigrant children’s self-esteem can be further strengthened when information about their country and culture is included in mainstream curricula. Other Good Practices comprise activities aiming at the mobilisation of parents, mentoring programmes, summer camps etc.

Related studies⁶⁴ propose additional global recommendations concerning fundamental features of the national educational systems that have the potential to minimise the negative impact of immigrant children’s language deficits. These include changes in the formal age of enrolment in the education system (as

58 www.hippy.at

59 As part of early childhood support, the question of empowering immigrant parents has been extensively developed especially in the USA. Information about past and current developments in this respect can be found in: Immigrant Parents and Early Childhood Programmes Addressing Barriers of Literacy, Culture and System Knowledge. Maki Park, Margie Mc Hugh June 2014, Migration Policy Institute.

60 http://jssuu.com/bernardvanleerfoundation/docs/samenspel_mothers_speaking

61 <http://www.bamf.de/EN/Willkommen/Integrationsprojekte/Elternprojekte/elternprojekte-node.html>

62 Handbook on integration for policy makers and practitioners. Third edition. European Commission. 2010, p. 136.

63 Ibid 133.

64 See f.i. Heckmann, Friedrich. Challenges for European Education Systems Arising from Immigration and Strategies for the Successful Integration of Migrant Children in European Schools and Societies. NESSE Analytical Report 1 for EU Commission DG Education and Culture. January 2008.

early as possible); duration of the regular school day (with aim to increase the daily exposure to the language); “age of ability grouping” (relatively higher age increases immigrant children’s chances not to leave school early and/or get in more demanding educational tracks; moreover, longer exposition of immigrant children to better performing peers positively influences their own performance and motivation); availability of indirect paths to higher education (i.e. possibility to return to the university path for those whose cognitive or social abilities mature with a certain delay); measures addressing segregation of schools (to prevent stigmatized schools with poor image and ethnic homogenous classes); or even segregation in housing (to boost diversity of schools). It has to be stated, however, that national educational systems developed on basis of specific historic, political and cultural contexts and any substantial change of their set up requires time, political consensus and broad public support. As a rule, integration policy makers have limited opportunities to achieve fundamental changes in line with the ones proposed above. Moreover, changes favouring immigrant or other disadvantaged groups might not bring positive effects to other groups or can even harm the balance of the educational system as such. For these reasons possible measures are mentioned here in an optional and informative way.

Programmes for talented students with immigration background

As stated above, in countries with low skilled immigration, immigrant communities are often characterised by initial low socio-economic and cultural capital and status that are preserved or even amplified in the destination country. In spite of inherited disadvantages, a certain share of immigrant descendants make it to university education; however, even after overcoming linguistic and cultural handicaps there still might remain financial constraints that hinder their academic studies. For such students special granting schemes can be introduced, like in the following example from Austria.

Liese Prokop Scholarship programme – Austria

The programme grants scholarships for study at Austrian universities to young immigrants – refugees, persons with subsidiary protection or third country nationals (except those who arrived to Austria with a “study visa”). The applicants have to prove their socio-economic need for such assistance and submit a certificate from an Austrian University proving that they have been accepted for the purpose of study. A duplication with governmental scholarships is not allowed and the applicants’ age must not exceed 30 years at the moment of enrolling to the university.⁶⁵

II.3.2 Language testing

The strong attention paid to language as the crucial aspect of integration led integration policies to focus on two main elements – measures supporting immigrants in learning the language on the one hand and testing of the acquired knowledge on the other. The conclusion that testing is needed reflects the observation that individual migrants or whole migrant groups show weak knowledge of the language even in spite of the availability of support measures or long durations of stay in the host country. Consequently, testing is seen as a mobilising factor, which, however, should not become a means of deterrence, barrier or punishment. Language testing policies are a more recent policy tool; they include the introduction of new tests, the extension of existing tests to new categories of immigrants or enhanced requirements towards language proficiency.

Besides the tests conducted on the territory of host countries (in connection with the application for or granting of certain types of residence titles and concluding “integration contracts”) there is an increasing trend in obliging (prospectively long term) immigrants to demonstrate a defined level of language knowledge already before their admission to the country. Such pre-arrival tests move integration in the context of immigration policies and reflect a general attempt of states to better control the characteristics of immigrants admitted to their territory, mainly with regard to their potential to integrate successfully. Since the testing prior to arrival is analysed in detail in chapter III.1 “Pre-arrival language testing” it will not be discussed here.

Language tests in the receiving countries – “integration contracts”

During the last ten years, there was an increasing trend in European countries extend language requirements from applicants for citizenship towards applicants for permanent residence as well.⁶⁶ Thus, the demonstration of a specific progress in language acquisition on side of immigrants who want to settle on a long-term or permanent basis became a central part of “integration contracts” concluded between public authorities and immigrants. As a rule, such contracts prescribe both scope and time horizon of an integration commitment and more or less formal integration efforts on side of the immigrants. A detailed summary of practices common in the ERIS states is given below:

Language tests on the territory

Austria. The Integration Agreement consists of two modules. Module 1 is obligatory and stipulates that the migrant proves knowledge of German corresponding to level A2⁶⁷ not later than

65 According to information presented by the AIF during ERIS Knowledge Transfer Workshop that took place on 11 – 12 March 2014 in Vienna.

66 Changes in Council of Europe member states at the end of the first decade of 2000s, see: Language requirements for adult migrants in Council of Europe member states: Report on a survey. Available at www.coe.int/t/dg4/.../mig-report-survey2011_en.doc

67 A2 level according to the CEFR assumes basic proficiency in the language. The speaker can communicate in simple everyday situations about familiar topics (family, shopping, work).

2 years after his/her arrival in Austria. The list of exceptions for certain categories of migrants from this obligation is in line with the one for pre-immigration testing; it includes youths below 14 years, individuals with health problems, holders of residence permits for highly skilled occupations and/or their family members (EU Blue Cards or specific national title Red-White-Red Card) and also those who intend to stay in the country for less than 12 months within a 24 months period. As a proof of language knowledge a certificate from language courses (certified by Austrian Integration Fund – AIF) shall be presented but other generally acknowledged language certificates or school certificates granting the general eligibility for admission to university studies are also accepted. A sound mix of incentives in case of successful fulfillment and sanctions in case of failure shall motivate migrants to meet the requirements of the agreement. In case the agreement is fulfilled within a set time period (18 months), certain categories of immigrants (namely family members in terms of family reunification) are entitled to request reimbursement of up to half of the costs of the language course (maximum 750 EUR). Those who do not comply in time (after 24 months) might be imposed a fine of 50 – 250 EUR and the residence permit of such individuals might not be prolonged with the subsequent obligation to leave the country. **Module 2** of the integration agreement requires proof of knowledge of German on level B1.⁶⁸ As a voluntary instrument **Module 2** is intended for those who aspire to obtain long term residence status or Austrian citizenship. Like in case of **Module 1**, a certificate from the AIF course can alternatively be substituted by another generally acknowledged certificate or, in case of minors who attend obligatory school education, by proof of successful passing the German classes.

The close involvement of the Austrian Integration Fund in all stages of the language testing can be recommended as a Good Practice: the AIF prepares the test formats; organises the testing; recruits and trains auditors who are present during all tests and ensure transparency; last but not least the AIF conducts a centralized assessment of the tests. In the subsequent phase the AIF issues certificates to successful graduates of the tests and processes the reimbursement of the costs to individuals eligible. Access to information on the courses and testing is mainly provided by the website www.sprachportal.at where candidates can find suitable language courses, improve their German by use of interactive exercises, practice on model tests or subscribe to the next test session. The website provides information not only on language courses in Austria but also on those offered abroad.

Also the other two ERIS countries, the Czech Republic and the Russian Federation, test the language proficiency of selected categories of immigrants, namely applicants for permanent residence permits and work permits respectively. In the **Czech Republic** mandatory testing of applicants for permanent residence was introduced in 2009. The required level A1 assumes a basic level of language command that approximately corresponds to attending 120 course lessons. A special webpage focused on learning and testing of Czech is easily accessible: <http://cestina-pro-cizince.cz/>. Relevant information can be read in 9 languages and foreigners can practice with a model test or download text books. The first attempt of passing the test is free of charge (financial costs are covered by the Ministry of the Interior), any further attempts are charged with 1,500 CZK (55 EUR). A number of immigrant groups are exempted from the obligation, namely individuals younger than 15 years and older than 60, physically or mentally handicapped persons, persons who were educated in the Czech education system or studied Czech for at least one academic year; or those who submit acknowledged language certificate. Being aware of unsatisfactory knowledge of Russian language among newly coming cohorts of Central Asian labour migrants, the **Russian Federation** introduced obligatory language tests for applicants for work permits in certain job areas in December 2012 (residential-communal services, retail and public services). Since 2015 the obligation was extended to work permit applicants regardless of their respective occupation. Related infrastructure of testing centres, language course providers and learning materials has been developed.

Official language tests also constitute a valuable source of data which can be used further for purposes of mapping and evaluating the concrete situation of applicants and graduates. Test dates can be compared against findings of in-depth qualitative surveys among immigrants to observe how immigrants with formally proven knowledge perform in daily life. Such observations may, in return, help to further improve the language support and testing methods in a targeted way.

Official language testing requires robust organisational structures and rigorous implementation. Experience shows that a minority of immigrants perceive the test as a demanding task that they would rather avoid, through buying false certificates, cheating at tests, attempting to bribe testing committees or by trying to influence results by other irregular means. Objective, independent but state-controlled testing must be ensured. It is advisable that tests are evaluated anonymously and that information on all test certificates issued is stored in central database where the genuine origin of any physical certificate can be checked if needed.

68 The B1 level according to the CEFR assumes an intermediate level of language proficiency. The speaker can communicate clearly about familiar and personal areas of interest (school, work, leisure etc.) and give his/her opinion.

Language acquisition – tools and measures

	ADULTS	CHILDREN and MINORS
In country of origin	<ul style="list-style-type: none"> Language courses general vocational language Language testing 	
In receiving country	<ul style="list-style-type: none"> Language courses general vocational language Language testing 	<ul style="list-style-type: none"> Early childhood measures Pre-school facilities Empowering parents programmes <p>Schooling</p> <ul style="list-style-type: none"> After school centers Preparatory classes Teaching assistants Mentoring Vocational language training Programmes for families and schools

II.3.3 Language Courses for Adult Migrants

In most European countries, coordinated and state-driven integration policies had not emerged before the 1980s. Before other stakeholders – churches, charity organisations, labour unions or local municipalities – had provided support to immigrants in a not always well-coordinated way. The positive effects of the language courses that were offered in such an environment were sometimes hampered by a lack of professional teachers trained on the specific requirements of immigrants and by applying teaching methods that had not been developed for the specific target groups in question. When states started to take the main initiative in immigrant integration, the language issue was the first explicit priority on the agenda and the practical issues on successfully organising language courses were constantly monitored and reviewed regarding their appropriateness.

The following chapter describes those Good Practices and Lessons Learned that have been identified as relevant for the organization of language courses over the last two decades:

Target groups

The logic of the earliest possible start of integration implies engaging newly arriving immigrants in the courses as soon as possible, ideally immediately after arrival to the country. At the same time, states also try to reach out to those long settled immigrants whose language competences remain weak even after years. The **German** Federal Office for Migrants and Refugees, for instance, organises language training programmes for immigrant women who have settled in the country for some time already but are known to have not participated in the economic and social life as desired. Thus, improving the language skills is just one aspect of the broader objective of the programme to promote the empowering of immigrant women.⁶⁹

Motivation

Integration contracts and other ways of obligatory testing do not need to be the only methods to promote immigrants' commitment to learn the national language. In **Germany** unemployed immigrants with poor knowledge of the national language can lose the right to receive unemployment benefits if they refuse to attend courses offered to them. Positive incentives may include financial compensation of the courses costs as it was shown on example of **Austrian** integration contracts. Generally, the position of integration policies is that the requirement of obligatory attendance should not be seen through the perspective of a restrictive discourse. Initially, many immigrants are not aware of existence of the courses; they may assess their own skills inadequately; or lack exact idea of benefits that such courses can bring to them. Also, the courses help to build trust between immigrants and public authorities/NGOs – for some of the immigrants the courses constitute the first opportunity to be in constant touch with providers of integration services and this experience can be followed by further use of available assistance. The obligatory attendance of language courses may help immigrants to “discover” the benefits and available services mentioned. If courses are provided for free and drop-out is high, it is advisable to set up a system which requests a small motivational fee paid by immigrants at the beginning of the course. Return of the fee is connected with his or her attendance.

Content of the courses and course duration

Where the courses are part of a broader welcome and integration package, language teaching is often accompanied by information on important historical, political, social and cultural aspects that shape life in the host society. Usually such topics take rather limited time of the overall courses' duration. In **Germany** the presentation of “civic integration” topics takes 60 hours out of the total course duration of 600-1,200 hours, in **France** it is one day etc. It is often argued that the “orientation aspects”, which form the basis for communication patterns in a society, are as important as mere

⁶⁹ See http://www.bamf.de/EN/Willkommen/Integrationsprojekte/Frauenangebote/frauenangebote-node.html;jsessionid=9E29A37B874FF167684B5AA64E8AC429.1_cid368

language skills, and should be promoted more strongly in the course curricula. The duration of language courses varies across countries; while in countries like **Austria, France or Belgium** the length of the courses is about 200-400 hours, two – or even three-times longer courses are organised in other countries (the **Netherlands, Germany** – up to 800 or 1,200 hours respectively).⁷⁰ Where newly immigrants are expected to take part in a vocational training, it is recommended that it runs in parallel with the language course, and not after completion of the latter.⁷¹

Teaching methods and qualification of teachers

The courses should follow standardised curricula based on high standards. Ideally, teachers experienced in teaching foreigners (teachers of a language as a “second language”) should be employed. Like in case of the **Austrian Integration Fund**⁷², it is advisable that a particular authority oversees all formal and practical aspects of the language programmes and takes control of the accreditation of the courses/educational institutions and teachers’ qualifications. This is a vital measure to ensure the overall and equal quality of the courses.

Access to language courses

Organisers of language courses should make sure that access to them is easy for various categories of migrants. First of all, information about the courses should be delivered to the immigrants concerned; language course providers should be evenly distributed within the country; courses should be affordable for migrants; the timing of courses should take into account the needs of employed migrants and offer access outside of regular working hours; and care facilities should be accessible for migrant women with small children. Ideally, courses are offered at work sites and premises (also by employers themselves) to ensure easy access for employed immigrants. On the job learning of language is particularly important for immigrants working long hours. It is a reality that many immigrants occupy rather low-paid jobs. In order to cover all costs linked to their own and their family’s stay and to still be in a position to send remittances back home they regularly work over-time or take on second jobs. This naturally limits their capacities to improve their language competences after work. Taking into account immigrants’ access to the courses is an important aspect in designing language course curricula.

Diversification

A grouping of language course attendants according to their actual level of proficiency has proven to increase the efficiency of the learning process. The advantage of the grouping seems to outweigh eventual disad-

vantages of ethnically homogenous groups. Courses specialised on certain topics (for instance job-relevant vocabulary) can also be envisaged. Complementary to standard language classes, thematically focused low-threshold courses are offered by NGOs and by Integration Centres in the Czech Republic; such courses require no textbooks, systematic attendance or pre-payments.

The issue of literacy

Teaching and testing methods should take into account the level of literacy of the attendants. Especially older immigrants with low educational backgrounds have been observed to have problems in reading and writing. Moreover, they might lack PC skills and skills linked to other modern communication technologies. Teaching and testing methodologies have to take these limitations into account. Adult literacy training has to be integrated as an important component in any policy on language integration. A Good Practice on such training are the “basic education courses for adults” organized by the municipality of Vienna. The courses focus on learning German and additional competences like general literacy, basic mathematical operations or PC skills. A specific course is reserved for women who want to increase their capacities in the described areas. See <https://www.wien.gv.at/menschen/integration/deutsch-lernen/basiskurse.html>. Another example provides German literacy training course organised by the vocational training institute BFI of the Austrian Chamber of Labour and the Austrian Trade Union. The Austrian labour market offices identify which of their clients are in need of such courses and refer them to the BFI courses. <http://www.bfi-wien.at/ams-kurse/deutsch-alphabetisierung/>

70 Hühne, Jutta. Language Integration of labor migrants in Austria, Belgium, France, Germany, the Netherlands and Sweden from a historical perspective. Berlin 2013.

71 Handbook on integration for policy makers and practitioners. First edition. European Commission. 2004, p. 16.

72 I.e. the role of the AIF in organization of language courses and testing in terms of the “integration contracts”.

RECOMMENDATIONS

- The acquisition of the respective national language by immigrants is an absolute priority in the integration process and language tuition should be at the center of state-led integration policies.

Language courses

- Courses should be easily accessible for immigrants, with regard to both spatial accessibility and opening hours. In this respect, evening courses or courses organised close to (or directly at) the workplace are good options for employed immigrants.
- Course durations depend on many factors including the learning objectives of the state integration policies and the learning abilities of particular immigrant groups. Consequently, there might be the need for differentiated course curricula for particular target groups.
- Course durations vary between countries in accordance with their respective learning objectives. It is recommended to thoroughly define these objectives with regard to general integration objectives and to design the language courses accordingly. The Common European Framework of Reference for Languages (CEFR) is an excellent point of reference in this regard.⁷³
- Good course quality must be ensured. The responsible authorities must be in a position to oversee and supervise the practical implementation of the language courses including the certification of teachers and courses' providers.
- A diversification of language courses according to specific target groups is advisable, especially with regard to the actual levels of the language proficiency.
- In an ideal case, language courses are also diversified regarding their thematic focus. Labour immigrants who have the opportunity to attend language courses with a job-related focus benefit not only from acquiring specific terminology but also from the interaction of the learning process and the practical use of the acquired skills.
- There are different means to ensure high course attendance from members of the target group including the introduction of mandatory participation and the linking of attendance and successful completion of courses to residence rights and/or the entitlement to social benefits. In this regard, it needs to be ensured that courses are designed in a way that their requirements

do not overburden the participants and that the situation of vulnerable migrants is duly taken into account in course development and possible sanctions.

Language acquisition by young immigrants

- Experience shows that the earliest possible entry of immigrant children into the formal educational system of the receiving country is crucial for both language acquisition and subsequent educational performance. The introduction of mandatory attendance in pre-school facilities is an option that increases language proficiency of immigrant children before their enrolment in primary school.
- A variety of measures has been tested in countries who had observed particular challenges regarding language proficiency, educational and labour market performance of so called second (and third) generation immigrants. These include day care and after-school facilities, the appointment of tutors for pupils with specific needs, or the organisation of support language classes etc. Another approach consists of measures trying to activate immigrant parents with the aim to increase their capacities as natural tutors, their involvement in homework and in activities of the schools.

Testing of language knowledge

- Testing of the language knowledge represents an important integration policy that has several important implications. As a strong motivation tool it commits immigrants to responsible attitudes towards their integration process. As a consequence, the mandatory testing leads to a substantial increase of language competences among immigrant groups. But the testing also raises immigrants' self-esteem and encourages them to use the language more frequently. Last but not least, testing represents a valuable source of information about the situation of the immigrant population.
- Testing must be organised in a way that ensures objectiveness and prevents misuse. Thus, it is advisable that the tests are evaluated by central authorities that are not in direct contact with testing centers.
- The costs of testing should be reasonable and affordable. Costs for repeated testing may be understood as an incentive for migrants to properly prepare for the tests. It can be recommended to introduce (financial) incentives for immigrants who pass the tests in time (by remission of part of the costs of testing/courses).
- Also in case of testing on the territory of countries of origin the testing format should take into account specific needs of vulnerable groups or provide for the possibility of exemption for these categories.

73 CEFR: "The *Common European Framework of Reference for Languages: Learning, teaching, assessment* (CEFR) was designed to provide a transparent, coherent and comprehensive basis for the elaboration of language syllabuses and curriculum guidelines, the design of teaching and learning materials, and the assessment of foreign language proficiency. It is used in Europe but also in other continents and is now available in [39 languages](http://www.coe.int/t/dg4/linguistic/cadre1_en.asp).", Council of Europe, http://www.coe.int/t/dg4/linguistic/cadre1_en.asp

II.4 Labour Market Participation

It is widely acknowledged among policy makers and migration experts that economic self-sustainability and participation in the labour market are the basis for full societal integration for all its members and for immigrants as well. Thus, economic activities should not only be seen as a source of income and means to ensure immigrants' and their families' livelihoods but also as an area where the most intensive contacts between immigrants and members of the host society are likely to take place. Moreover, economic independence and labour market participation strengthen immigrants' self-confidence and help them to feel as full members of the community, which again impacts positively on all other aspects of integration. In sum, functioning labour market integration is beneficial for migrants and their families, the host society and economy, but also for the country of origin to which most migrants preserve strong ties and which they often support by way of remittances. For the receiving society labour market participation of immigrants brings not only economic benefits but also helps to strengthen social cohesion and just like in the case of the overall population prevents undesired socio-economic phenomena related to the exclusion from the labour market.

Recent demographic developments in many of the economically high developed countries confirm the significance of immigration as one of the pillars of a forward-looking economic and population policy. Demands for labour force are not the only reason why states see a need for immigration. A certain population size with a balanced demographic profile is considered crucial for the maintenance of fundamental state structures like pension, health, transport, energy or education systems. Using the full potential of immigration, however, depends on the successful integration of immigrants in these systems, the labour market and the economy. Immigration quantities are of secondary importance. It is the composition reflecting current needs and demands on the one hand and the efficiency of the integration process on the other, that constitute key factors when addressing economic and demographic needs by immigration.

There is a variety of possible state approaches to ensure a high level of immigrant participation in the labour market. Recently, the attention of migration policies in many countries of destination has shifted to selective immigration policies favouring specific migrant categories and to pre-migration aspects related to preparatory and integration measures already conducted in countries of origin. Thus, states try to assume more control over the structure and composition of the immigrant population with regard to its demographic and educational characteristics. Points-based selection systems, skills shortage lists, systems with diversified immigration channels for particular immigrant categories, pre-arrival testing of language knowledge proficiency or schemes for organised recruitment of labour migrants represent different attempts that follow

a similar aim: to respond to domestic economic and demographic demands whilst taking into account the overall capacities of the receiving society to integrate immigrants having these desired profiles. Consequently, these schemes give priority to the admission of immigrants who are assumed to have a higher potential to integrate smoothly and whose economic contribution is expected to exceed eventual societal costs.

Functioning labour market integration, however, is not solely a question of "selection". The actual performance of immigrants having the desired profiles is still determined by a number of other factors outside the sphere of the individual. First of all, these factors include the specifics of immigration and integration policies and systems in the receiving country: residence policies, policies on recognition of qualifications, transparency and flexibility of labour markets etc. In short, the legal environment and the effectiveness of its implementation play an evenly important role as the dispositions and potentials of immigrants.

Immigrants' awareness of the conditions of stay and work in the new society is another factor that influences immigrants' successful integration and economic performance. In the field of labour market integration, insufficient access to full and understandable information may lead to ineffective labour matching ("brain waste"), discrimination or immigrants' participation in informal labour markets. "Orientation" measures delivered soon after immigrants' arrival or, even better, prior to their departure represent a very effective response to this particular problem.

In immigration countries the issue of labour market integration is often discussed not only with regard to recently arrived immigrants but also to long-term resident or naturalised immigrants and their descendants, especially when labour market performance of these groups is below the average of the overall population. This problem is of particular importance since countries with long standing immigration from certain countries of origin will observe follow-up immigration from these countries and a socio-demographic composition of their immigrant population which is shaped by it, namely a higher share of family members and immigrants outside the working age. In "young" immigration countries the share of labour immigrants prevails over other migrant categories. All these aspects must be taken into account when shaping labour market integration policies and measures. Specific conditions in particular receiving countries differ significantly; labour market integration policies should therefore be always tailored to these specific conditions. The need for labour market integration policies very much depends on the composition of labour immigrants and the structure of national labour migration policies.

National labour migration policies – example of the Russian Federation

The task to improve the system of use of labour migrants through elaboration of mechanisms of attraction, recruitment, and employment of foreign labour force has been formulated as a priority in the State Concept of Migration Policy until 2025. According to the Concept, important directions of the task include the modernisation of the quota system and other instruments regulating the recruitment of foreign labour force, and the further improvement of the system of issuing the patents.

In 2014 the quota system for the issuance of the work permits for foreigners from visa free countries was replaced by the system of patents (Federal Law from 24th November 2014, n. 357). This implied a major change in that not only physical persons – citizens of the Russian Federation but also employers – legal persons – obtained the right to recruit this category of foreigners.

In order to ensure balance on the labour market, senior representatives of the federal subjects of the Russian Federation (listed in the Federal Law) have the right to specify in the foreigners' patent the specific occupation (field, rank, type of work). Thus and in light of prioritising employment of the Russian work force the officials have the right to limit the recruitment of labour immigrants/patent holders in certain occupational sectors.

The Federal Law from 25th July 2002 n. 115 "On legal status of foreigners" defines different regimes for the recruitment of labour immigrants. Preferences for certain categories, including highly qualified and qualified are stipulated by the law.

The following chapter provides some general considerations on labour market integration; specific aspects related to particular categories of immigrants; and examples of labour market integration measures that are applied in the receiving countries. The chapter does not discuss measures implemented prior departure as these are in detail presented in the chapter III.3 "Pre-departure integration of labour immigrants, organized recruitment".

II.4.1 Economic benefits from immigration

The question on the real gains for the receiving society is among the most frequent in public debates about immigration and integration in almost all migrant receiving countries. Often, the resident population in countries of destination takes a skeptical stance on the effects that labour immigration has on (un)employment rates and wages. These concerns are linked to questions about the balance between taxes and contributions paid by immigrants to public budgets and means that are spent on them in terms of received welfare transfers and other public costs. These issues, however, do not cover the full complexity of the question of economic benefits resulting from immigration. The discussion has to address a much broader range

of issues including impact of immigration on labour market efficiency, human capital of the receiving society, pension systems, trade, productivity of particular sectors, crucial infrastructure, health and education systems and many others.

All positive economic effects from immigration are closely related to labour market integration and performance of immigrants and – vice versa – effective integration policies should emphasise aspects of successful labour market integration of immigrants as well. Some of the frequent arguments of this discussion are summarised below:

- **Reducing labour market shortages and addressing skills gaps.** Labour migrants often find occupation in sectors where the existing demand cannot be fully satisfied by the domestic labour force. Often, immigrants fill existing gaps in the lowest and the highest qualification segments, also implying different overall qualification structures of immigrant populations in comparison to the domestic population. Related studies in the USA and the EU conclude that on average the majority of domestic populations has medium – and high qualification while among immigrants either low skilled or very highskilled prevail, with a relatively low share of medium-skilled individuals.⁷⁴ This implies that immigrants reduce labour market shortages mainly by supplying low – and high qualifications and/or in specific sectors (e.g. the health sector).
- **Impact on human capital.** In systems prioritizing the admission of highly skilled migrants, this type of immigration is believed to not only fill existing labour market gaps but also to increase the general level of human capital in the receiving country; that in turn positively affects economic innovativeness and competitiveness. However, the receiving country can only benefit from highly skilled immigrants when effective systems for recognition of skills and qualifications are in place. The admission of these migrant categories should be balanced with actual labour market demands in order to avoid brain waste of those who cannot find a job corresponding to their qualification.⁷⁵ With regard to the issue of human capital, some scholars point to phenomenon of immigrants' "self-selection".⁷⁶ They assume that among (labour) immigrants active and self-confident individuals with good life prospects prevail while the less resolved and capable stay in their home countries or leave the destination country once their migra-

74 For the EU context see Muenz, R. Migration, Labor Markets, and Integration of Migrants: An Overview for Europe. 2008. For situation in the USA see Diana Furchtgott-Roth. The Economic Benefits of Immigration. 2013.

75 In fact employers in some immigration countries prefer to recruit qualified workers for performing low or unqualified jobs since the prior demonstrate better work qualities and reconciliation with their job. As sociologists gloss the situation in the Czech Republic, by employing highly skilled migrants in low skilled segments, "the employers can make use of (immigrants') work habits linked to institutional education without having to take into consideration (their) aspiration to professionally grow and develop that goes hand in hand with qualification." See: Yana Leontyeva, Anna Pokorna: Faktory branici vyzuti kvalifikace na trhu prace v CR. MKC, 2014. P. 18

76 Seef.i. Borjas, G. Immigration and self-selection, in: Immigration, Trade and the Labor Market. 1991.

tion plans fail. However, this self-selection of human capital seems to work only under certain conditions and shall therefore not be taken for granted.⁷⁷ Last but not least, immigration can positively influence the human capital within an economy through supporting the release of the full economic potential of certain groups within the society. Thus, migrants “oil the wheels” of society and economy by allowing others to fully participate in both spheres. Occupations with such “catalyst effects” like domestic service, child care and geriatric nursery are regularly filled by immigrants. Especially for female members of the majority society this is a pre-condition for their own labour market participation and consequently a precondition for the full use of the qualifications pool within a society.

- **Effectiveness of labour markets.** Compared to the domestic population immigrants are considered to more flexibly react to changes on labour markets. By filling regional gaps migrants may compensate an eventual lack of internal mobility of the local population. The extent of mobility however varies across particular migrant categories and depends among others on set of rights granted to the categories. Thus, the effects of immigrants’ flexibility and mobility are the higher the less regulations of labour market and immigration systems hinder them.
- **Impact on employment and wages.** Available studies confirm that immigration increases competition and thus might have negative impacts on wages and employment of the local population.⁷⁸ However, the impact is normally relatively small and disproportional for particular occupational groups. Thus, low skilled professions seem to lose from immigration the most.⁷⁹ In countries with longer immigration

history these segments often have already been occupied by earlier immigrant generations; consequently immigration drives competition between already established⁸⁰ and recent immigrant populations. However, this “displacement effect” is often at least partly compensated by newly created jobs which emerge as a consequence of immigration.⁸¹

- Effect on wages has been studied not only on national but also regional levels: some analyses suggest that immigration can contribute to the mitigation of regional income differences. According to this assumption the concentration of immigrants in cities and regions with highest salaries increases the labour force supply; this leads to a decrease of salaries and consequently lowers the wage differences to other regions.⁸²
- **Productivity of the national economy.** Highly skilled migrants are generally believed to strengthen the competitiveness of national economies. In case of low skilled migrants the question is not so easy to answer. On the one hand this type of immigration promotes competitiveness as it keeps labour costs low. On the other hand, a large supply of cheap labour is believed to prevent entrepreneurs to invest in new technologies and production methods, which hampers innovation and productivity.
- **Immigrants’ contributions to tax, social security and pension systems.** As long as labour market participation of immigrants is higher than the one of the domestic population⁸³ and as long as the immigrant population is demographically younger

77 Firstly, individuals might not always take the decision on emigration voluntarily and might not be equipped with sufficient knowledge about immigration realities. In some cases migration might even be a choice taken not by the best but those who cannot compete at local labor markets in their countries, especially in situations when high unemployment in the home country is combined with strong labour force demand in the receiving country. Furthermore, immigrants who fail in finding aspired occupation in the destination countries might tend to stay there by all means (be it dependence on welfare system or participation in informal or illegal activities), especially when costs invested for immigration had been high. The latter was observed in case of the Vietnamese community in the Czech Republic after 2008 when a sharp rise of unemployment hit many of its representatives. In order to avoid return to Vietnam and taking into account the high costs of immigration to the Czech Republic for which many individuals went into debt in their home communities, a certain share of unemployed Vietnamese immigrants stayed and started their own business as self-employed persons or even found new jobs in niches in the informal sector. (Based on oral information from the representatives of the Ministry of Interior of the Czech Republic on 22nd October 2013)

78 See f.i. Rainer Münz, Thomas Straubhaar, Florin Vadean, Nadia Vadean: The Costs and Benefits of European Immigration. 2007. p.7. The situation in USA seems to resemble the EU experience (f.i Diana Furchtgott-Roth. The Economic Benefits of Immigration. 2013) however the effect is slightly less negative than in the EU.

79 According to Somerville and Sumption low skilled citizens and long-term residents can be substituted by immigrants more easily since their jobs do not require advanced knowledge of the national language. See Sumption Madelene.

Immigration and the labour market: Theory, evidence and policy. Migration Policy Institute. 2009. The negative effect on wages and employment of low skilled was studied as a consequence of the EU enlargement in 2004. See Francesca D’Auria, Kieran Mc Morrow and Karl Pichelman: Economic impact of migration flows following the 2004 EU enlargement process: A model based analysis. 2008. Scholars in the USA have identified a negative impact of immigration on low skilled; however, they observe a positive effect of migration on wages of high skilled. See Diana Furchtgott-Roth 2013.

80 Including naturalized immigrants, i.e. nationals of the receiving state with migration background.

81 According to Muenz the positive consequences of immigration stimulating growth in jobs include: entrepreneurship, increased demand on goods and services or improved efficiency of labor markets. The author presents data from the EU 15 for the period 2000 – 2005 when a significant increase in employment of immigrants (by 40%) went hand in hand with an increase of employment by the domestic workforce; the best results could be observed in countries with low level of labor market regulations and primarily economic migration. See Muenz, R.: What are the migrants’ contributions to employment and growth? A European approach. 2007.

82 See Rainer Münz, Thomas Straubhaar, Florin Vadean, Nadia Vadean: The Costs and Benefits of European Immigration. 2007, p. 20

83 In the Czech Republic as a relatively new country of destination, immigrants from third countries still have slightly lower unemployment rates than the citizens or long-term residents. The difference in 2013 is however smaller than in the years before which may among others refer to changing composition of immigrant population as more immigrants have been granted a permanent residence permit and have equal labour market conditions Czech citizens. For 2013 data see: http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Unemployment_rates_by_broad_groups_of_country_of_citizenship_and_age_groups_in_EU-28_2013.png. Data for 2006 see: Muenz, R. Migration, Labor Markets, and Integration of Migrants: An Overview for Europe. 2008

than the domestic population, it can be assumed that immigrants' contribution to taxes, pension and social security contributions exceeds the amounts that immigrants receive from these systems. Effective enforcement of tax and labour legislation is of course basic condition to ensure immigrants' financial participation in those systems.

- **Consumption.** Compared to the domestic population immigrants tend to spend less on consumption, especially when they preserve strong ties with their origin communities and send savings back home in form of remittances. The proportion of remittances in immigrant's income, however, tends to decrease with progressing length of stay.

II.4.2 Administrative environment and labour market integration

It is a widely accepted fact that a transparent and consistent immigration system has positive effects on the integration process as well. A high degree of complexity and frequent amendments make it difficult for migrants, who do not speak the national language and do not have a legal background, to understand and follow all rules and regulations applicable to them. This entails the risk that migrants tend to entrust mediators (often recruited from their compatriots/diaspora) with taking care of the necessary administrative arrangements related to their residence and work. It is an observed fact that sometimes these mediators, intentionally or unintentionally, provide non-accurate and misleading information and often require exaggerated fees for the provided services. Many states acknowledge this fact and try to consolidate their immigration legislation with a view to consistency and transparency. The practice of issuing joint visa/residence and work permits instead of running the two systems parallel can be mentioned as one example for such new thinking. The institutional setup and administrative procedures implementing the migration legislation are equally important. Systems where offices of the state authorities responsible for immigrant's admission, residence and employment are easily accessible (time-wise, spatially, in terms of communication practice and culture) undoubtedly favour the desired independent and legal action on side of migrants.

"Migrant centred approaches" in immigration regimes and practice – national examples

The Czech Republic: Employee Card

Since summer 2014 the newly introduced "Employee Card" replaced the former practice of separate applications for visa/residence permit and work permit. Migrants can apply from abroad at consular representations in their home countries; migrants already residing in the Czech Republic submit their applications at the responsible offices of the Ministry of the Interior. In both cases the migrants are "spared" a second application procedure with the National Employment Office. In a number of cases, the Ministry of Interior subsidises independent NGOs which provide im-

migrants with support in fulfilling the necessary formal requirements directly in the premises of ministry.

Russian Federation: Patents

The patent represents a dual permit for residence and work for immigrants from countries of origin with a visa-free regime with Russia. The patents have to be renewed regularly by paying a monthly fee (1,200 Rub in 2014) that includes both administrative costs and income tax.

Initially, patents were only issued to immigrants working in households of physical persons. Since January 2015, the patent holders can be employed by legal persons also. There is no quantitative limit (quotas) for patents issued. A main advantage of the patent system is its simplification of respective administrative steps to obtain and maintain a dual permit for work and residence.

The standard work permit remains the path to employment for immigrants who need a visa for entering the Russian Federation.

Portugal: One-stop-shop

The concept of a one-stop-shop offers an effective response to the situation of immigrants who have to deal with a broad variety of administrative obligations in their host country. In Portugal where this concept has been extensively and successfully tested, the concentration of all governmental and municipal services under one roof has proven a Good Practice that significantly reduces the burden for immigrants to fulfil all legal obligations and run through all necessary administrative procedures. Wherever possible, the one-stop-shop employs staff with migration background who have specific language and multicultural skills. Relevant data sets of different authorities are inter-connected so that representatives of the particular authorities can swiftly access all necessary information about their client. Last but not least, opening hours of the centres are set in a way to ensure that the services are accessible to migrants of which many are employed.

II.4.3 Selected categories of immigrants at the labour market

Particular categories of immigrants differ in their overall potential and the actual ways how they participate in the labour market. This results from the specific legal provisions regulating access of the various groups to employment but also from the differences in skills and qualifications, demographic profiles, life plans and other factors.⁸⁴ The ERIS project focused on inte-

84 For possible consequences of the immigration status on immigrant's labour market participation see Alessio Cangiano, "Immigration policy and migrant labor market outcomes in the European Union: New evidence from the EU Labor Force Survey" (2012).

gration of labour immigrants; nevertheless, since the economic potential of other (non-economic) immigrant categories is important as well, the below section offers a brief overview on these groups.

Highly qualified

Immigration regulations related to highly qualified are mostly based on facilitated or/and assisted admission schemes for persons with the required parameters; as a rule, conditions for entry and stay are relaxed compared to other categories of immigrants.⁸⁵ Very often exemption from language requirements is one of the advantages from which the highly qualified benefit.

Immigration of highly skilled persons

Austria

In parallel with the EU Blue Card, the Austrian authorities introduced a specific national dual – residence and work permit for high-qualified persons – the so called Red-White-Red Card. The card helps to facilitate the immigration of qualified third-country workers and their families with a view to permanent settlement in Austria. A joint residence and work permit for a period up to 12 months can be issued to highly qualified workers, skilled workers in shortage occupations, other key workers (both employed and self-employed) but also to graduates of Austrian universities and colleges of higher education. To prolong their stay, the holders of the permit can apply for the “Red-White-Red Card plus”, which also covers their family members and family members of foreign citizens settled permanently in Austria.

Since 2011 when the Card came into force, a total of 3,281⁸⁶ individuals made use of this instrument. The bigger popularity of the Red-White-Red Card in comparison to the EU Blue Card can be explained by stricter requirements on applicants by the EU-related instrument.

Russian Federation

The Russian immigration legislation introduced the category of “highly skilled specialists” in 2010. The law defines several sub-categories of highly skilled specialists according to annual salary levels and types of employment. Thus, to be able to come to Russia through this immigration channel, researchers and professors at research and educational institutes or specialists hired by special

industrial-technological or recreation economic zones have to reach a yearly salary of minimum 1 million RUB. For experts working in special sectors of applied technologies it is sufficient to earn 750 t. RUB. All other specialists must prove an income of at least RUB 2 million per year. In practice, it is mainly Russian companies and organisations which organise the admission of foreign specialists they need. At the same time, foreign citizens who consider themselves as meeting the required criteria may attend Russian consulates and submit their personal data that remain stored in special databases at the disposal of Russian companies.

EU Blue Card

The EU Blue Card is a dual residence and work permit for highly skilled non-EU country nationals that most EU Member States have transposed in national immigration legislation; the relevant EU regulation had been adopted in 2009. Blue Card holders are entitled to relaxed rights for family reunification and to free movement within the EU. As examples from Austria, the Czech Republic and other EU Member States show, states often introduced their national specific schemes for highly qualified in parallel to the EU Blue Cards.

Germany is among few European countries where the EU Blue Card has been used successfully as the main residence and work permit for the category of immigrants concerned. The particular success is being explained as a combined effect of lean administrative requirements (applicants with German or other comparable university degree have to present a binding job offer with corresponding minimum salary), an attractive legal status (quick and easy visa procedure, national permanent residence permit after three years, eased conditions for spouses including the right of immediate work in Germany or absence of language test on entry) and functioning accompanying measures (introduction of a job-seeker visa allowing graduated immigrants to enter Germany and within six months to look for a job). In 2014 there were over 17,000 Blue Card holders in the country, of them 1/3 already had stayed there based on other residence title but switched to the newly introduced institute of the Blue Card.⁸⁷

Along with legislative amendments the German authorities have implemented also other measures aiming at attracting highly skilled persons from abroad. For example, since 2012 two recruitment web portals were opened <http://www.make-it-in-germany.com/> and <http://www.fachkraefte-offensive.de/DE/Startseite/start.html>

85 In Austria family members of holders of the Red-White-Red Card do not have to pass the obligatory language testing when applying for long term visa to Austria. Highly skilled professionals – holders of the Card and their family members are then exempted from language testing after their arrival that other categories of immigrants are obliged to pass within two years of residence (Integration Contract, Module 1).

86 Red-White-Red Card excluding Red-White-Red Card Plus 2011-2013, Source: Federal Ministry of the Interior http://www.bmi.gv.at/cms/BMI_Niederlassung/statistiken

87 The information on the experience of the Germany is based on a presentation of a representative from the German Ministry of the Interior held at the meeting on Eastern Partnership Panel on Asylum and Migration in Warsaw on 6th November 2014.

Students

The number of foreign university students has been expanding globally in the last decades. For the (receiving) country foreign students also constitute a potential labour immigration category: during their stay and studies students acquire academic skills sought after on national labour markets, are likely to get well oriented in the local society, improve knowledge of the national language and establish relations with representatives of the majority society. For many years states have followed the policy of admitting foreigners for the purpose of study but to limit the access of these individuals to the domestic labour market once they had graduated. This approach was based on two considerations: firstly, admitting foreign students was perceived as a contribution to academic exchange and in the context of development cooperation. Secondly, and linked to that notion, the admission of students was not perceived as a form of immigration. Protectionism of the domestic labour markets in the interest of influential lobbies and fight against brain-drain were other important factors as well. In view of demographic developments, increasing demand for highly skilled and the aim to “protect” countries’ investments in the academic education of foreigners induced a re-thinking of this concept. In order to motivate highly qualified individuals with good integration prospects to stay permanently, many states have introduced special regimes enabling students work during their studies or stay and work in the country after graduation.

International students at labour markets

In **Austria** third country nationals graduating at local universities can be issued a residence permit for a maximum period of six months. If they, within the given period, find employment that corresponds to their qualification and is awarded with salary of certain minimum level (2,092.50 EUR in 2015) they can apply for the Red-White-Red Card. After a year of working and if they meet the requirements they are eligible to apply for the Red-White-Red Card Plus regulating their further residence and work in the country.

In **Germany** foreign university graduates have the opportunity to remain in the country after their study visa has expired; here the “transitional” period for seeking a job is up to 18 months.

In **the Czech Republic** foreign students can study programmes in Czech language at state universities mostly without any additional fee. Participation of foreign students in the Czech labour market during their studies is not limited.

To facilitate the access of foreign students to employment is one of the goals of the **EU Directive on Students and Researchers**. According to the draft Directive, university students might be allowed to work 20 hours per week during their studies. Furthermore, the Directive stipulates conditions under which students and researchers may remain in the country after graduation/

completing research to look for a job or launch a business.⁸⁸

Family members

As stated above, many states aim to control the composition of immigrants by applying specific selection and admission criteria or by immigration schemes through which they can regulate immigration flexibly and in accordance with changing labour market needs. In this context selective, temporary or circular migration schemes are regarded as elements of a targeted management of migration flows. A large share of immigrants, however, stay in their respective country of destination on a permanent basis and this can be expected to be the case in the future as well, even when seasonal, temporary and circular schemes gain in importance.

Migrants who stay in their host country on a long-term or permanent basis are likely to be sooner or later joined by their spouses and children. Contrary to first immigrants whose labour market integration is directly ensured or indirectly facilitated through the application of admission and selection criteria of immigration policies, following family members often have less favourable conditions with regard to access to the labour market in the host country. This results from legal limitations on the one hand (e.g. waiting periods for following family members) and from practical disadvantages on the other (e.g. following family members often do not have the formal and/or informal qualifications to find a job).

Low-skilled immigrants, who normally represent a substantial share of total labour immigration flows, often have rather weak indicators of socio-cultural capital; they might originate from underdeveloped rural areas and keep strong orientation on traditional values when it comes to family relations, overall life style and life plans. Naturally, the socio-cultural profile of family members of such migrants is likely to be very close, which at the same time reduces their chances for successful labour market integration outside targeted recruitment schemes. Especially in case of female spouses there is high probability of non-participation in the labour market and related exclusion from social and cultural life in the host country. Language and cultural barriers, isolation from the host society and a homogeneous ethnic environment constitute huge obstacles to integration. Moreover, it is widely agreed that integration, including labour market integration, is the more successful the sooner it starts. In case of a “delayed” start of the integration process individual aspirations and motivation to actively take part in it tend to decrease. If the integration of follow-up female migrants does not succeed in the early stages of their immigration trajectory, it is very likely that traditional values and family roles consolidate also in the new environment. Thus, the structural exclusion of migrant women becomes a permanent feature of certain immigrant groups and is passed on over the generations.

It is important to involve family immigrants in early post-arrival integration measures, tailored to their specific needs. Thus, it can be recommended to devise

88 http://europa.eu/rapid/press-release_IP-13-275_en.htm

targeted programmes that cater for the involvement of female family migrants in both the social and the economic life of the host country.

Awareness on the actual conditions of stay in the new country is as important for family migrants as for any other migrant category. Expectations are often shaped by the information communicated through networks of family members already settled in the country, and this information is not always accurate. In order to avoid an “information monopoly” of the respective migrant community it is important that state authorities of the receiving country provide immigrants with alternative information channels, which allow them to get a full picture on their rights and obligations and to realistically assess their own perspectives in the new country.

Focus on family immigration – examples of measures:

Austrian integration measures increasingly pay attention to the particular integration needs and challenges of accompanying female migrants. There are special language courses offered for immigrant mothers offered at schools or child-care facilities like “Mama lernt Deutsch – *Mama learns German*”. The courses do not only support language competences but also provide with new opportunities of social interaction. Thus, the participating mothers do not only learn German but also get in closer contact with their children’s teachers and other mothers. Moreover, the programme setting addresses a crucial aspect in any integration measures for female migrants: it provides for child care during lessons.

<http://www.wien.gv.at/menschen/integration/deutsch-lernen/mama-lernt-deutsch/>

Household (domestic and care)workers

The currently expanding immigrant category of domestic workers reflects the growing demand for household and care services in the highest developed and demographically ageing countries. This development is determined by changing cultural patterns and life styles, transformations of welfare policies, demographic and other factors. The observed “feminisation” of international migration is both a result as well as a precondition for this development. The increasing demand for domestic workers is mainly satisfied with female migrants, the overwhelming majority of domestic workers in developed countries are immigrant women.

The employment of immigrants in households has become somewhat of a structural necessity to keep the national economies going. It allows the resident women – citizens, long-term immigrants and highly skilled immigrants – to fully participate in the labour market and make use of their qualifications. Moreover, in a situation of dramatic ageing of the societies in combination with austerity measures applied in welfare states the household and care services provided by immigrants constitute cheap and flexible complements to state social care systems.

The overwhelming majority of these female immigrants, however, is employed in an irregular fashion.

There is a high degree of “non-visibility” of domestic workers who are excluded from the regular labour market but neither seen as a competition for the resident population nor as a real threat to the legitimacy of the immigration system. Due to the “private” nature of household services state authorities have only limited capacities to control the employment and actual treatment of (immigrant) household workers. In view of the undeniable demand for this type of immigrant work, which will increase in the future, it can be recommended to look for alternative ways to ensure that acceptable standards of working conditions for domestic workers are applied:

- States may consider the introduction of specific immigration channels or targeted immigration and/or recruitment programmes for this category of immigrant work. A transparent system of entry and residence increases the opportunities for immigrants to stay and work legally which in turn decreases their dependency on their employers
- State authorities may consider the establishment of additional infrastructure for domestic workers-immigrants: specific registers of the domestic workers, databases of jobs/employers/recruiters⁸⁹, hotline/contact points dedicated to immigrant domestic workers.
- States should establish intense coordination with private agencies recruiting domestic workers – licensing of the agencies and their regular monitoring is vital in this regard.
- States should cooperate more closely with NGOs which, through street work and other methods of direct contacting immigrants may identify possible victims of exploitation and abuse.

Second and third generation migrants

In EU countries with a standing tradition of immigration the current debate on integration includes also questions related to the second and subsequent generations of immigrants. The debate particularly focuses on aspects related to the performance of these groups in education and labour market participation. Especially in countries with strong “guestworker” immigration, available indicators point towards a below average performance of the second and third generations of the initial guestworker immigrants.

Two pronounced opinions have emerged in the debate. The first emphasizes the geographical origin of the immigrants and explains the inter-generation continuity by referring to a specific baggage of cultural and religious values passed on from one generation to another. The second perspective highlights the influence of the socio-economic background of the parents when it comes to the performance of the children. While the assumption of “inertial” cultural and religious influences makes the first perspective a rather fatalistic one, the second one includes the possibility of overcoming the factors of “inheritance”. This requires inter-

⁸⁹ The recruiters’ and employers’ databases may publish information on unscrupulous agencies/employers (initiatives of “name and shame”); they can also label agencies based on merit. See f.i. Agunias, Dovelyn Rannveig. What we know about regulating the recruitment of migrant workers. MPI 2013, p. 6.

ventions that would decrease the influence of the family surroundings on the individual's development and consequently lead to removing handicaps experienced by children of immigrants.

It is argued that problems observed for immigrant descendants resemble those of other socially deprived groups among the overall population. (General) education is considered the key factor for later success on the labour market. The issue is addressed as a problem of social, education and labour market policies rather than of immigration policy. Thus, policies focus on the more general aspects of "mobilisation" of disadvantaged groups but take into account the respective migration background when it is identified as a specific obstacle to successful participation in the education system and the labour market.

The regularly observed low educational levels of some categories of first generation migrant parents or their insufficient command of the language of the host society is not the only factor impacting school performance of their descendants. The specific set-up of the national education system is an equally important factor in this regard: related studies show that a late start of compulsory education, a high differentiation of educational tracks and early stages of selection negatively affect educational careers of migrant youth. The list of relevant factors includes further the length of the school day, overall duration of compulsory education and the age by which students leave the school system, level of need for parents to help their children in studying but also the qualifications and attitudes of teachers.⁹⁰

Education systems and their consequences for labour market participation of immigrant youth

- Language deficits have been identified among the most significant factors resulting in poor school performance of immigrant children. The negative impact of these deficits is amplified in systems with a late entry of children into the education system; early selection/differentiation of particular education paths where immigrant children are supposed to bridge the language gap in relatively short time periods; and with implicit requirements towards parents involvement in home work and extra tuition. A natural approach to mitigate language deficits is to start with institutionalised education at the earliest possible stage. In this respect **Austria** has introduced a mandatory year in Kindergarten in 2010. The positive effect of this measure was a clear rise in care ratio for all 5-year olds to almost 98%.⁹¹ Consequently, a second mandatory year will be gradually introduced. Furthermore, measures for language promotion in childcare facilities, i.e. Kindergarten, are implemented in the context of an agreement between the federal gov-

ernment and the federal states. The aim of this agreement is to strengthen language skills during early childhood in order to better prepare children for their further educational careers.

- The duration of obligatory schooling and the age at which students leave the system seem to influence further labour market careers. These factors are especially relevant for immigrant youth who are more likely than their native peers not to continue their education at further levels. Short periods of education and a young age of graduates often impact negatively the labour market participation, especially in case of women from countries of origin where "traditional" family roles prevail.⁹²
- Generally, the transition of immigrant youth from lower levels of the education system to the labour market is acknowledged as a fundamental problem and many states have started to address it by targeted initiatives: the programme "Brückenangebot"⁹³ in **Switzerland** provides early school leaves with assistance in finding an internship in companies and in acquiring specific and job-relevant qualifications. The **German** programme "Entry Level Qualification for Young People" (Einstiegsqualifizierung für Jugendliche) provides financial support (salary and insurance costs) to those companies that provide adolescents with 6-12 months internships.⁹⁴ Another German programme "Qualification of University Graduates for the Labour Market" (Akademikerinnen und Akademiker qualifizieren sich für Arbeitsmarkt)⁹⁵ shows that the problem of transition from education to labour market is not solely limited to lower education paths.

National education systems are embedded in specific historical and cultural contexts and reflect public expectations on the roles that such systems shall fulfill. As a rule, any substantial change to the system requires broad social and political consensus and is often of very long term nature. Nevertheless, integration policy makers still have possibility to optimise the potential of national education systems with a view to better integration of youth with migrant background. The table below provides several examples of programmes and initiatives that address specific needs of migrant descendants *within* the existing education systems:

Enhancing education outcomes of immigrant youths in Austria

- "Together Austria"⁹⁶ Within the programme, volunteers – Austrian citizens with immigration

90 See The European Second Generation Compared. Does the Integration Context Matter? By Maurice Crul, Jens Schneider & Frans Lelie (eds.) Chapter 5, p. 135-6

91 Statistik Austria: Kindertagesheimstatistik 2013/14, source: www.statistik.at/web_de/Redirect/index.htm?dDocName=077153_p_84.

92 The European Second Generation Compared, p. 144

93 Ibidem, p. 140

94 Bendal, Petra. Coordinating Immigrant Integration in Germany. Mainstreaming at Federal and Local Levels. Migration Policy Institute. 2014, p. 18

95 Ibidem, p. 19

96 The information is based on a presentation held by a representative of the project Together Austria in the framework of the work visit of ERIS partners to Austria on 24th July 2014.

background – attend selected elementary and high schools where they share their life stories and talk to the students. Having direct experience with immigration and integration, the so called “integration ambassadors” provide positive examples and their life, educational and professional careers may be perceived as points of reference for young students with migration background. Despite the fact that the pool of ambassadors includes many publicly known individuals, it is not exclusively limited to “celebrities”. A broad variety of professions and biographies is represented and ensures that students can get more realistic ideas of what their future opportunities might be. This measure also has a positive effect on the majority society: by giving lectures to mixed classes (consisting of children with and without immigration background) the integration ambassadors help to break stereotypes and biases shared by the major society and to provide important role models.

- Other examples of programmes for disadvantaged social groups (including children of immigrants) comprise the after school facility “Lerncafes” or the global concept “HIPPY” aiming at empowering parents as first educators. More detailed information on these programmes is given in chapter II.3. Language Integration.

Temporary labour immigrants

In view of prevailing economic disparities between the origin and destination countries of international migration, labour emigration is one of the strategies to improve living standards of migrants and their families. Very often the emigration is considered as *temporary* by the migrants who continue to orient their overall life plans on a later return to their home countries while the stay in the country of destination is regarded as a limited period in their lives.

It can be argued that temporary immigrants do not need to integrate. Immigrants themselves may confirm this impression by reluctance to invest time and other resources in learning the local language which, as they are convinced, they will not use in the longer term. The experience of countries applying temporary migration schemes however suggests that temporary immigrants actually do need integration, though of course to a different extent than long-term and permanent immigrants.

Like any other immigrant category temporary immigrants need to dispose of sufficient information necessary for basic orientation in the host society. Insufficient awareness of rights and obligations might result in misuse and exploitation of immigrants. Basic understanding of the language of the host country is important as well and it can be therefore considered to develop specific courses for temporary immigrants which provide them with language skills allowing engagement in basic communication in their daily lives.

Integration of temporary immigrants

Portugal

The Portuguese authorities gained experience with the recruitment and integration of circular and temporary immigrants within the project “TEMPORTU”, implemented in the period 2008-2010 in the context of a bilateral agreement on temporary labour of Ukrainian citizens in Portugal (concluded by authorities of the two countries in 2003). The TEMPORU project comprised an analysis of needs of the labour market in Portugal, the targeted identification of Ukrainian workers, their pre-departure preparation, assistance with obtaining documentation necessary for immigration to and stay and work in Portugal, facilitation of travel, post-arrival welcome and orientation courses, language courses but also post-return reintegration assistance. The pilot project facilitated entry, residence and work of 35 Ukrainian labour migrants.⁹⁷

II.4.4 Labour market integration in the receiving countries

The following chapter provides examples for policies and measures that facilitate the economic and labour market integration of those who already reside on the territory of the immigration country.

Initial orientation

The importance of earliest possible intervention in all aspects of integration (including labour market integration) is a widely acknowledged necessity. In this regard, the access to relevant and comprehensible information is the first priority.

For that purpose many countries have prepared packages of basic and introductory information for the initial orientation of immigrants in the new society. Moreover, many states provide immigrants seeking information or advice with the possibility to directly approach integration centers – specialized facilities offering counseling and integration services – or other public or NGO based information points. In Austria the recognition of the crucial role of early integration measures found its expression in the establishment of specialized units within integration centers. The so called Welcome Desks focus on information provision and assistance for newcomers:

Initial orientation of immigrants – Austrian approach

At the **Welcome Desks** operating within the Integration Centers of the Austrian Integration Fund newly arrived immigrants are interviewed in order to identify their specific needs and preliminary integration prospects; and offered tailored

97 Presentation held by a representative of the Portuguese Office for foreigners and Borders at the occasion of a meeting of the Eastern Partnership Panel on Asylum and Migration on 6th November 2014 in Warsaw.

welcome packages with a variety of orientation and information material. One part of the standardized interview concerns skills and qualifications of the immigrant and his/her employment or entrepreneurship plans in Austria. Information and data gathered during the inception interview at the Welcome Desk help counsellors in the “employment units” of the Integration Centers to conduct more focused job-related consultations. A specific task of the work of the Welcome Desk is the systematic monitoring of immigrants’ individual integration processes over time. Thus, in a follow-up telephone query 3 months after the introductory interview the counselor of the Welcome Desk learns about the migrant’s actual situation; in case of need the migrant is offered another meeting or is directed to specific workshops or courses. Such telephone follow-ups are repeated after 12 months in order to ensure the best assistance to the migrant in his/her integration efforts.

Either as an alternative or as an accompanying measure to individually tailored consultations, it can be recommended to organize more general **welcome** or **orientation courses** in a group setting. Information relevant for immigrants’ participation in the labour market should always be part of the curriculum of such courses. The introduction of obligatory attendance of such courses can be recommended. In many countries mainstream public authorities responsible for labour market management (e.g. national/regional employment agencies) are open to immigrants from third countries with certain types of residence status; by complementing targeted services of state, local and non-profit organizations the mainstream institutions represent a big potential to expand the overall capacity of national integration services in addition to those with a specific focus on the issue. Language and cultural barriers of immigrants or their insufficient awareness of the structures, however, are important factors that limit immigrants’ access. Where applicable, the orientation package should therefore inform immigrants also about the work of and support available at the mainstream public institutions.

Recognition and validation of qualifications

Where job-related consultations are offered to immigrants, the assessment of skills and qualifications is a major component. Both formal and informal qualifications and job relevant experience should be identified. The counselor might need to check immigrants’ qualifications against national standards and find out under which conditions (formal recognition of certificates, requalification, additional qualification tests etc.) the immigrant can perform jobs according to the qualification.

Immigrants’ skills and qualifications

There are no uniform rules applicable or single institutions responsible for the recognition of foreign qualifications in **Austria**. Legislation on

recognition exists on federal as well as on provincial level. As a guide to different recognition procedures the information website www.berufsanerkennung.at as well as the brochure “Anerkennungs-ABC” were introduced in 2012. Both aim at giving an overview about different types of recognition, the institutions responsible and the recognition process in general. In particular, the website offers a comprehensive overview for regulated professions, school and vocational certificates as well as university qualifications. The recognition guide includes job descriptions, specific contact details as well as advice centre contacts.

nostrifikace.mkc.cz · Uznávání za účelem zaměstnání

Uznávání za účelem zaměstnání

Pokud chcete v ČR pracovat, musíte prokázat, že Vaše vzdělání či kvalifikace jsou rovnocenné vzdělání získanému v České republice.

pokud vykonáváte regulované povolání

Způsob, kterým budete prokazovat svou kvalifikaci, se liší dle toho:

zda se na Vás vztahuje zákon o uznávání odborných kvalifikací, či nikoliv (neboli zda jste občanem EU a dalších specifických kategorií, či nikoliv).

Nejdříve proto musíte zjistit, zda můžete svou kvalifikaci vůbec uznávat, poté, jakým způsobem ji budete uznávat.

↓

Je moje povolání regulované?

či více

Pokud potřebujete uznávat svou kvalifikaci, zbývá Vám již jen zjistit, zda se na Vás vztahuje Zákon o uznávání odborné kvalifikace.

↓

Vztahuje se na mě Zákon o uznávání odborné kvalifikace?

či více

Jak budu postupovat v případě, že potřebuji uznat své kvalifikace pro výkon regulovaného povolání a vztahuje se na mě Zákon o uznávání odborné kvalifikace? (profesní uznávání)

či více

Jak budu postupovat v případě, že mé povolání je regulované a nevztahuje se na mě Zákon o uznávání kvalifikace?

či více

Grafické znázornění toho, zda musíte své vzdělání a kvalifikaci uznávat a o jaký typ uznávání půjde, naleznete v následujícím diagramu.

Mé povolání je REGULOVANÉ.

↓

VZTAHUJE se na mě Zákon o uznávání odborných kvalifikací?	VZTAHUJE se na mě Zákon o uznávání odborných kvalifikací?
ANO	NE
Musím si nechat uznat svou kvalifikaci (profesní uznávání).	Musím si nechat uznat své vzdělání a splnit další požadavky na kvalifikaci.

(source: <http://nostrifikace.mkc.cz/>)⁹⁸

In addition, Austria-wide contact points offer personal advice in several languages and assistance during the recognition process. A network, consist-

98 The web interface was created in the framework of a broader project – „Using immigrants’ qualifications“ that was in 2012-2014 implemented by the Czech NGO “Multicultural Centre” in cooperation with the Austrian Integration Fund and other partners. By its activities the project addressed the issue of immigrants’ access to recognition of qualifications by overall systematisation of existing rules and procedures and by proposing relevant legislative amendments at policy level. At the same time the project included activities aiming at the improvement of the quality of information and consultation services provided at regional level, overall awareness of immigrants in the field of labor market and others, see <http://migraceonline.cz/cz/o-migracionline/projekty/yyu>

ing of all relevant stakeholders, has been set up in 2012 for cooperation and coordination purposes. Aware of the challenges within the current system, the government agreement has announced the development of a specific recognition law.

In the **Czech Republic** the Ministry of Education, Youth and Sports is responsible for the recognition of skills and formal qualifications acquired abroad. Information on the procedures can be also found on immigration portals of the Ministry of Interior as well as those run by non-governmental organizations. A comprehensive visualization of the procedures is provided on the website of the NGO “Multicultural Center”: the presented scheme includes three detailed charts – the respective pathways for those who want to study, work or open businesses in the Czech Republic. Each of the paths is structured in detail; the charts provide for links with more detailed information. Instead of having to study complex legislative acts, immigrants can read and follow instructions simplified, streamlined and relevant for their particular situation.

The question of an adequate use of immigrants’ skills is too complex to be reduced to reading available statistics as a “brain waste”. On the one hand, work below qualification might result from immigrant’s own choice within his/her migration strategy or it may result from insufficient knowledge of language at arrival. On the other hand it is essential that national labour market regulations do not frustrate immigrants’ attempts for later-on upward social mobility. Effective policies on recognition of professional skills and qualifications are extremely important in this regard.

Vocational language programmes

For labour market participation knowledge of the host society language is a must. In addition to general language courses national authorities, NGOs, employers and other stakeholders might decide to organize courses focused specifically on job-related vocabulary and phrases. Such tailored trainings might take place in integration centers, educational institutes or directly at job sites.

In **Austria**, the Integration Fund offers several German language courses that focus on job-related vocabulary in combination with job-preparatory content, especially in the health sector e.g. for nurses or caregivers.

In **Germany** the improvement of immigrants’ vocational German and communication skills is the objective of the project “Department on work-related German as a second language” (Fachstelle Berufsbezogenes Deutsch). The project develops special training pilots (modules, curricula) and training materials for teachers who teach German as a second language directly at the workplace. Besides language skills the pilots also address digital and ICT competences, communication skills need-

ed for the particular professions as well as learning techniques allowing for immigrants’ further participation in vocational trainings. Besides the training pilots, the project also provides support to language trainers and language course providers for which such job-related courses are a new challenge. Part of this support is the development of a quality and reference system containing basic criteria that allow teachers and course providers to continuously improve the level of delivered services. The project is funded and coordinated by the Federal Ministry of Labour and Social Affairs and gathers a broad variety of actors and stakeholders: course providers, researchers, trade unions, the Federal Office for Migration and Refugees and other state authorities. These stakeholders also monitor the quality of the German language courses and develop recommendations for policy makers. The project runs the website <http://www.deutsch-am-arbeitsplatz.de> that provides information and materials for a broad range of recipients: teachers and course providers, companies, trade unions etc. It collects learning materials, provides with guidelines related to the organisation of job-related courses, summaries of discussions on particular topics, and a glossary of the most important terms.

Traineeships, mentoring, involvement of employers

The readiness to recruit immigrant workers differs across employers. Some of them actively look for foreign employees to fill existing skills shortages; some get involved in complex recruitment schemes and provide pre-departure orientation services or vocational training by themselves and/or on their own initiative.⁹⁹

An assumed lack of country-specific experience on side of migrants, however, can be an obstacle for foreign recruitment for other employers. Moreover, immigrants might not be in position to document their professional experience or the practice acquired in his/her country is not considered equivalent for the host country concerned. Especially small and medium-sized companies might hesitate to employ foreigners for their own lack of experience with administrative procedures for foreign employment.

Training of staff of national employment agencies in inter-cultural communication or establishing mentoring programmes within companies are functioning ways to enhance knowledge on employers’ side, tackle existing stereotypes and to increase the readiness to employ immigrants. In all these cases traineeships and similar concepts that help to connect immigrants to concrete jobs are a Good Practice.

The **Austrian** Mentoring for Migrants programme, a cooperation between the Austrian Integration Fund, the Chamber of Commerce and the Public Employment Service, matches immi-

99 Examples for intra EU mobility of low skilled workers can be found in Collett, Elizabeth. The integration needs of EU mobile citizens: Impediments and Opportunities. MPI 2013.

grants and mentors in related professions for 6 months. The pairing aims to support immigrants to form networks, get acquainted with country

specific features of the labour market and ultimately take part in the labour market successfully.

RECOMMENDATIONS

- Access of labour immigrants to information and consultation with a specific focus on legal and practical labour market issues should be ensured throughout their stay in the host country. Taking into account the complexities of labour related issues, it is recommended to establish specific units or deploy specially trained staff to conduct job-related information, consultation and support. Moreover, immigrants should be made aware of support available at national employment offices, when they are entitled for using them.
- Special attention should be paid to general and vocational language acquisition – courses should be time and spatially accessible. Thus, it is recommended to organise language trainings at work sites and/or focusing on job related terminology and job related communication skills.
- In view of the importance of a (possible) recognition of skills and qualifications for their career options, immigrants should be provided with clear guidance on related policies and procedures; which entities can help, and which documents and other evidence are needed.
- Moreover, states may consider the introduction of policies on a “validation of qualifications”. This refers to an assessment of actual professional skills and experience, obtained informally and without formal certification. Validation may be a useful tool regarding labour immigrants from countries with a low degree of formalisation of labour markets and vocational training, who are still rich on experience and practical skills.
- Foreign university students represent an important potential source of highly qualified individuals for labour markets of host countries. They have obtained country-specific knowledge and qualifications and have undergone social and cultural integration processes. In this respect it is recommended to introduce schemes that promote the utilisation of the potential of foreign students and graduates and allow them to stay

in the host country for a certain period after graduation in order to find an occupation.

- The transition from school to the labour market is a challenge for many school graduates, but even more for young individuals with migration background. The development of programmes on first job placement with a particular focus on the needs of this target group can be recommended to increase labour market integration of immigrant youth. Such programmes may include mentoring, coaching, organisation of on-the-job traineeships, or the provision of financial incentives for employers.

Family migrants

- Special programmes for spouses of first immigrants (especially women) can help to enhance language skills and consequent self-reliance of family members of immigrants, improve their orientation regarding values and cultural patterns of the new society; and their awareness of overall integration opportunities (including labour market integration), establish contacts with institutions and social actors.
- It can be recommended to take into account labour market access and mobilisation of family migrants in the framework of migration legislation. Lacking access might increase the dependency especially of migrant women and result in a perpetuation of traditional family and role models among immigrant communities.

Domestic workers

- States may consider the introduction of specific immigration channels or targeted recruitment programmes for this category of immigrant workers. A transparent system of entry and residence improves the chances that these immigrants stay and work legally which in turn decreases their dependence on employers and reduce the risk of exploitation.



SECTION III.
BUILDING
OF NATIONAL
INTEGRATION
POLICIES

III.1 Building of national integration policies

As stated earlier, the scope of immigration and integration policies differs between countries and is embedded in a number of country specific factors. Thus, integration will be seen against long-term traditions and perceptions towards immigration, be it in countries where immigration was the foundation for nation building (like in Australia, Canada or USA), in countries with traditionally large immigration flows from former colonies (like France or the United Kingdom) or countries historically embedded in large-scale intra-regional migration flows (like the Russian Federation). Recent developments play an important role as well, as they determine the composition of current immigrant populations and their potentials to successfully integrate. Integration policies will differ according to overall immigration objectives that might favour different types of immigration (temporary, circular or permanent), immigrant categories (skills and other socio-demographic characteristics) or countries of origin. The development and implementation of integration policies will also differ depending on the specific of the respective political system, more centralized systems will follow different approaches than more federal ones, which determine the extent to which integration policies are formulated and coordinated on the central, regional or local levels.

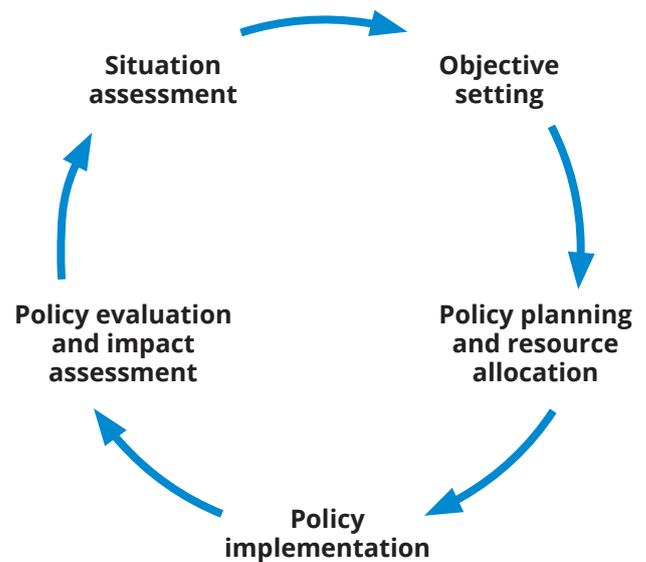
Against this background, attempts to formulate a universally applicable integration policy have their limitations. Countries and immigrations differ in too many aspects to apply a standard policy model. Integration policy development needs to be based on a thorough assessment of the respective domestic situation, the development of concrete objectives based on observed challenges and needs and permanent monitoring and evaluation to adapt and approve the overall policy and its implementing measures. At the same time, country-specific planning should always include an exchange on existing practices between countries as an important source for Good Practices and Lessons Learned. The following section provides a number of general observations on the process of integration policy development and implementation. They should be regarded as food for thought to be considered for the related policy process, which – as stated above – will always have to prioritise the respective national contexts

III.1.1 The integration policy cycle

The policy development and implementation process can be described as a cycle involving several steps. There is no universally accepted definition of a policy cycle but most concepts have in common a number of stages and steps they regard as crucial for the process. The main steps of the policy cycle regularly include situation assessment, objective setting, policy planning, resource allocation, policy implementation, and evaluation and impact assessment. In reality, political

decision-making processes do not always follow such a theoretical sequence or steps. But in an ideal case, these steps form the basis and framework for rational and evidence-based policy-making.¹⁰⁰

Development of a national integration policy system



General structure of an integration policy

The structure of a national integration policy will differ from country to country, but the elements listed below could be considered in the development process. If those elements are agreed, the respective integration policy will answer the questions of “why” (particular strategic objectives were chosen (rationale of the strategy)), “what” (strategic objectives) should be achieved, and “how” (implementation modalities) it should be achieved.

100 Fischer, Frank, Miller, Gerald J., Sidney, Mara S., *Handbook of Public Policy Analysis. Theory, Politics and Methods*, Boca Raton, 2007.

Table 1: Possible general structure of an integration policy

Title	Aim	Sub-sections
Introduction	Outlining the government position on integration; genesis of the policy development	<ul style="list-style-type: none"> • Overall objective • Description how the strategy was developed
Context & determinants	Formulating the rationale for the policy (immigration situation, integration situation, challenges and opportunities, overall principles)	<ul style="list-style-type: none"> • Situation assessment • Migration policy principles • Integration policy principles • Legal framework • Target groups • Institutional setup • Overview of other legislation and policy documents relevant for formulation and/or implementation of the integration strategy
Strategic objectives	Short-, medium – and long-term objectives	<ul style="list-style-type: none"> • Long-term objectives as link to the overall objectives • Specific strategic objectives and intervention areas (medium-term) • Short-term objectives
Implementation	Description of coordination mechanisms, monitoring, evaluation and review	<ul style="list-style-type: none"> • Coordination mechanisms • Funding mechanisms • Reporting mechanisms • Monitoring • Evaluation & review
Annex	Additional information	<ul style="list-style-type: none"> • Organigrams • List of legal instruments • Relevant statistical information • Bibliography • Abbreviations

Situation assessment

Ideally, a situation assessment or analysis form the basis for any further policy development. They involve target data collection, information gathering and research in order to define strategic objectives and policy priorities. They also provide an information base against which the implementation of the policy can be monitored and evaluated. The situation assessment should include relevant information about immigration and integration on the one side; and on the legal, policy and institutional framework on the other. In order to promote a coherent approach, policies and legislation in areas other than immigration and integration which nevertheless affect those areas should also be taken into account.

The situation assessment should address the following broad questions:

- Assessment of the migration situation
- Mapping and analysis of the existing legislation
- Description of the institutional set up and resources

A) Assessment of the overall migration situation

Quantitative analysis of the immigrant population residing in the country

There is a broad number of data and statistical indica-

tors that can be used to form a comprehensive picture of relevant immigration patterns and the socio-economic characteristics of immigrants. The following examples shall serve as points of reference, not every state will be in a position to collect all data and statistical information. Ideally, statistical information is as comprehensive and detailed as possible, providing particular information on different important immigrant groups (according to countries of origin, types of residence permit or demographic characteristics). Key indicators should comprise:

- Resident population by citizenship/country of birth per year;
- Resident population by age, gender and citizenship/country of birth per year;
- Legal residence status of foreign citizens per year;
- Long-term residence, short-term residence of foreign citizens per year;
- Immigrations and emigrations (flows) per year;
- Asylum applications and asylum decisions per year;
- Naturalisations of foreign citizens per year.¹⁰¹

Data and statistics relevant for migration and integration can originate from a number of sources: census and micro-census data, immigration and residence regis-

¹⁰¹ Kraler A. and Reichel D., Measuring and Monitoring Integration in Europe, 2012, p. 56

ters, work permits and labour market data, data collected at integration centres, social and health insurance registers, school statistics, but also from specific surveys and case studies.

Qualitative analysis of the immigrant population residing in the country

Statistical data are important but not sufficient for a thorough situation assessment and subsequent policy-planning. Both require a deeper understanding of the social contexts and dynamics, in which migration and integration unfold, based on the actual experiences and observations of immigrants and competent stakeholders. The need for specific qualitative information to improve such understanding will always be based on the particular situation in a country. Thus, the bullets listed below should only serve as examples for questions which regularly arise in the context of immigrant integration:

- Observed challenges to successful integration according to nationality or socio-economic backgrounds: educational system, labour market, welfare and health system, spatial distribution and housing etc.;
- Relations between the local population and immigrants: inter-cultural exchange, social mobility, inter-ethnic marriages etc.;
- The extent to which immigrants preserve links to their country of origin, culture and language;
- Public opinion, media debate and (possible) anti-immigrant sentiment.

B) Mapping and analysis of the existing legislation

Legal provisions relevant for immigrant integration can be found in a number of different laws and regulations. Those can be directly linked to integration or indirectly linked to immigration legislation and/or integration relevant aspects of overall legislation regarding regular state structures and processes.

- Legislation and policies directly relevant for immigrant integration: explicit integration laws, strategies, concepts;
- Legislation indirectly relevant for immigrant integration: legislation on immigration, residence and naturalisation. Specific provisions for immigrants in legislation regulating access of immigrants *to* and their participation *in* different societal systems (labour market, education, health care, social security etc.);
- Anti-discrimination legislation and provisions targeting immigrants;
- Legislation on the collection and use of immigrant related statistics (e.g. in terms of measurement and evaluation of integration).

Objective setting

Objectives can be defined as specific results that should be achieved by a policy within a specific time frame and with available resources. Any policy should define and communicate clear and precise objectives it wants to achieve. Thus, it is recommended to follow a pragmatic approach and prioritise the feasibility of objectives taking into account given political contexts

over their desirability. Integration policies should be based on general, overall or strategic objectives which provide general guidance for the more practical and operational objectives. The overall objective of the Austrian „National Action Plan on Integration“ can serve as an example for the formulation of such overriding principles:

„Successful integration implies that a migrant has sufficient proficiency in German to participate in the labour market, to engage in training and further education and to interact with public sector institutions; is in a position to economically sustain him/herself; and fully respects the rule of law and the fundamentals of the European and Austrian legal system and common set of values. An integrated society is characterised by social mobility and openness. It allows the individual to live their lives self-reliantly and without being discriminated because of origin, language or colour.“¹⁰²

The quoted overall objective of the Austrian integration policy contains all relevant sub-areas for the development of concrete and operational objectives: language, education, interaction with authorities, economic self-sufficiency, respect for the rule of law and certain values, societal mobility and openness, and the abolishment of discrimination because of origin, language or colour. The actual implementation of these objectives requires additional steps.

Operationalisation of integration objectives

There is a number of different approaches in the actual implementation of integration policies and the operationalisation of their objectives. They all have in common that they define overall and strategic objectives of a more general, global and long-term nature; and operational objectives which are more concrete, narrower and a medium-term approach. A functioning way to facilitate the implementation of a policy is the development of an action plan, which is based on the objectives of the policy and develops concrete actions for its implementation. An action plan contains all elements of the above cycle (overall objectives, specific objectives, actions/results, evaluation and assessment, input to the further development of the policy). Thus it is important to note that an action plan does not always strive for the full implementation of the strategy but often focuses on certain priority areas for defined time periods.

In any case, the global objectives of the policy need to be further specified and detailed to allow for concrete implementation. Thus, the broad overall objective is broken down into one or several specific objective(s), and the specific objective(s) is/are translated into concrete actions. The table below depicts a simple sequence/intervention logic from the overall objective of a strategy to a concrete action for its implementation.

102 Bundesministerium für Inneres (BMI) (2010), National Action Plan on Integration [Nationaler Aktionsplan für Integration. Massnahmen], retrieved from http://www.integration.at/fileadmin/Staatssekretariat/4-Download/NAP_Massnahmen-katalog.pdf

Table 2: Example of programming planning: from the overall objective to concrete action

OVERALL OBJECTIVE	SPECIFIC OBJECTIVE	ACTION
Promote immigrant integration	Strengthen the language skills of immigrants	Conduct language courses for immigrants

In the following, the **German** “National Action Plan on Integration (adopted in 2012)” will be presented as examples for the operationalisation of overall (or) strategic objectives in the area of integration.

The National Action Plan for Integration (NAP-I) was launched in January 2012, and for the first time fully implemented the operationalization of integration policy objectives in Germany. The objective was to make integration more engaging and to make it possible to verify the results of the integration policy. The NAP-I aimed at the measurability of the implementation of Germany's integration policy. Out of the general principles and guidelines of the German integration policy and the related strategic objectives a set of operational objectives was derived for practical implementation purposes. The NAP-I contained more than 400 actions in 11 thematic areas. For each of these areas strategic objectives were formulated, followed by operational objectives for the actions, the activities of the action, the means of implementation, the responsible implementers, the time frame and the indicators for moni-

toring and evaluating the success or failure of each action. The indicators primarily focused on the practical implementation of the measures, i.e. they were performance and output indicators, and not necessarily on the further impact of the policy. Nevertheless, the approach of the German Action Plan on Integration contained the essential requirements for an analysis of the impact of the integration policy as well, by linking overall objectives with strategic objectives, operational objectives and concrete actions whose success can be measured by the use of targeted indicators.

The NAP-I defined the overriding objectives for successful integration (e.g. language acquisition of immigrants). These objectives could be broken down to strategic objectives (e.g. all immigrants should have a defined knowledge of German), operational objectives (e.g. offer a sufficient number of language courses for immigrants), concrete measures (e.g. develop, fund and implement a defined number of language courses in all municipalities), instruments/methodology (e.g. language courses level A 1; provided by accredited course providers); responsible implementers (e.g. accredited course providers for the courses; migration authorities for the development of course curricula, monitoring and evaluation), time frame (e.g. course years 2015–2017), and indicators for the measurement of success (e.g. number of participants, number of graduates, dropout rate, employment rate before/after completion of course etc.).

The table below presents an example based on the intervention logic of the German NAP-I.

Objective: “Successful integration implies that a migrant has sufficient proficiency in German”		
Strategic objective: “All immigrants should have a defined knowledge of German”		
Operational objective(s)	Action(s)	Methodology/instrument
Offer a sufficient number of language courses for immigrants.	Develop, fund and implement a defined number of language courses in all municipalities.	<ul style="list-style-type: none"> • Language courses level A 1; • Courses provided by accredited course providers.
Responsible implementer(s)	Time frame (examples)	Indicators (examples)
<ul style="list-style-type: none"> • Accredited course providers for the courses; • Migration authorities for the development of course curricula, monitoring and evaluation. 	<ul style="list-style-type: none"> • Course years; • Course duration; • Total hours. 	<ul style="list-style-type: none"> • Number of participants; • Number of graduates; • Dropout rate; • Employment rate before/after completion of course etc.

The chosen approach of the German NAP-I has a number of additional advantages:

- It defines not only the type of action for the implementation of an objective but also the methodology that should be applied for the action;
- It clearly defines the entities/organisations which should implement the action;
- It monitors and evaluates indicators for the concrete action, to assess its success and appropriateness of methodology.

Links to immigration objectives

Objectives in the area of integration are closely linked to the general objectives of national immigration policies. Those should take into account the current situ-

ation (*challenges, opportunities and resources*) but also preferences regarding future developments (*desired outcomes of integration policies*). Related considerations for integration policy planning may include the following:

- What are the general immigration objectives (migrant categories, qualifications, types of immigration, duration of stay, country of origin, economic gains, demographic gains, cultural gains etc.)?
- Should labour immigration on a temporary help meeting changing labour market demands?
- Should permanent immigration contribute to solving the challenges linked to demographic ageing?
- Should priority be given to immigration of compatriots from abroad or to immigration from culturally and linguistically close countries and regions?

- Should priority be given to integration measures for long-term residing immigrants and their descendants to make full use of their potential in economic and demographic terms before new immigration?

Overall immigration goals have consequences also for the direction of integration policies. Thus, countries favouring temporary labour immigrants will focus more on pre-departure measures, effective labour matching and early orientation measures. Countries favouring long-term settlement will focus on long-term integration with a view to full participation of immigrants in the societal, economic and cultural life. Attention paid to language acquisition within the integration policy will naturally differ depending on how close linguistically the countries of origin and countries of immigration are. Cultural closeness also determines which efforts are necessary to promote cultural integration.

Resource allocation and institutional setup

Integration policies and measures are resource-intensive and depend on the availability of funds, functioning structures and cooperation frameworks and the availability of specific skills among staff responsible for concrete measures and programmes. There is a broad number of related aspects to be considered:

- Review of institutions involved in management of immigration and integration. Division of responsibilities. Mechanisms of coordination (horizontal – between agencies and organizations; vertical – between central and local authorities). Mechanisms of feedback and evaluation;
- Role and involvement of NGOs, religious organizations, diasporas, employer associations, trade unions and other civil society actors;
- Financial resources. Structure of available funding. Financial sources for targeted integration measures (costs of running of integration centres, courses, tests, orientation measures, helplines, public campaigns, surveys etc.). Budgets at state/federal, provincial and local levels. Financial contribution by other stakeholders (e.g. employers). Adaptation of mainstream services. Coordination and evaluation of integration measures etc.;
- Human resources. Availability of staff in public and non-public entities dealing with immigrant integration, both in quantitative and qualitative terms. Staff of the central integration authority. Staff dealing with immigration and integration issues in other relevant ministries, public services and local authorities. Staff of integration centres. Teachers of language for non-native speakers etc.;
- Service providers. Availability of (public and non-public) specialised service providers in the area of integration in quantitative terms and in terms of geographic distribution.

Institutional set-up

In many immigration countries, the development and implementation of integration policies unfolds in a rather complex institutional environment, which results both from the challenges linked to the issue of integration, as well as to the specifics of the respective political system and its institutional history. Thus,

in many countries the increasing significance attached to the issues of immigration and immigrant integration found its expression in an institutional anchoring of integration policies. Integration is often understood as a cross-cutting issue that cannot be successfully addressed by a single entity but needs to be implemented by a broader number of state and non-state actors. Notwithstanding this and in order to ensure thematic leadership and expertise as well as coordination of integration measures, many states have established entities or ministries, which specifically deal with integration or assume primary responsibility for its implementation. States pursue different approaches when it comes to the actual institutional setup in the area of integration. In many countries, the integration agenda or the coordination function on integration is with the ministries holding main responsibilities in immigration as such (interior, foreign affairs, social affairs or specific migration and/or integration ministries). Other countries have established specific state secretariats, special integration envoys or integration councils to manage integration or to provide related counselling and expertise.

Integration councils

Given the cross-cutting nature of integration processes, the authorities in many immigration countries deem it both necessary and useful to involve broad range of stakeholders in the discussion and joint development of specific integration related issues and measures. Structurally, this cooperation is often embedded in so called “integration councils” comprising representatives from other state authorities, local authorities, NGOs, organizations of employers, churches and faith associations, trade unions etc.

In **the Czech Republic** the above principle found its reflection at several levels. At the governmental level integration related questions have been regularly discussed by the “Panel for Integration”, chaired by the Ministry of Interior and composed of high-level representatives of other relevant ministries. The “Committee on Rights of Foreigners” is another example of the effort to make use of plurality of views on specific problems. This body serves as an advisory body to the Czech government and gathers representatives of foreigners’ communities, ministries, international organisations and NGOs. At local level, the coordination of different stakeholders is ensured by the Regional Integration Centres that organise local platforms on integration. As a rule, such platforms involve 15-20 organisations (NGOs, local municipalities, other local stakeholders). A specific situation can be found in the capital of Prague where the local cooperation on migrant integration issues takes place within three particular advisory groups. The “Migrant Forum” gathers representatives from foreigners’ communities living in Prague. The forum provides a valuable source of information about the needs of immigrants and their views and proposals. At the same time, through the Forum the local authorities can activate certain

segments of the immigrant community. A second type of platform, the “Regional Advisory Platform” has a broader scope as it involves more than sixty representatives of NGOs, Labour Offices, local authorities and other institutions. The work of the platform is divided into four working groups (on “education”; “activation, participation, coexistence”; “immigrants’ access to public services”; “labour market participation”). The third platform, “Expert group” consists of 12 members – representatives of the Prague’s Magistrate, Integration Centre Prague, city districts and NGOs as well as a representative of the Ministry of the Interior. Recently, the group compiled extensive documents created by the above mentioned working groups into a final document entitled „Proposal of Priorities for the Integration of Foreigners in 2014-2016“. This document was approved by the Prague City Council in 2014.

In **Russia**, the “Council on Interethnic Relations of the President of Russia” and the “Public Councils on immigration” may serve as examples for the involvement of a broad number of stakeholders and civil society representatives in the work on immigrant integration. Thus, the councils are established in cities and regions hosting bigger number of immigrants and work with all regional offices of the Federal Migration Service of Russia.

Besides that and at national/federal level, labour and social ministries as well as public employment services are regularly involved in labour market integration measures and measures related to the welfare system. Social ministries have a role when it comes to immigrants’ access to welfare benefits and transfers, ministries of education are involved in school and university policies related to immigrants and their descendants, and ministries of health develop and implement specific health policies and measures. Moreover, in most countries immigrant integration is subject to multi-level governance with a traditionally strong role of regions, municipalities and local authorities both in the development and implementation of integration policies and measures.

In view of the above, it is difficult to propose a particular institutional setup for the development and implementation of integration policies. However, the establishment or assignment of a specific lead agency bundling integration expertise, assuming leadership among the stakeholders involved and coordinating the various integration-related policies and measures has proven a very effective approach and can be recommended as a Good Practice.¹⁰³

Planning and distribution of funds

The question of the general availability of financial resources for integration measures is closely linked to the issue of distributing those funds among the organisations which actually implement integration measures.

Thus, state authorities may provide funding to integration centres, NGOs, local authorities or to other state or public authorities (schools, employment services etc.) that offer services to immigrants. In many traditional immigration countries, integration measures are implemented by a large number of service providers. Thus, it is vital to establish a sound framework for the selection of measures and providers and a transparent mechanism for ensuring the quality of their services. Close monitoring and evaluation are key to ensure the effectiveness and efficiency of the resource allocation. Ideally, monitoring and evaluation include quantitative and qualitative indicators. Quantitative indicators comprise for instance the number of participants; costs per participant; passing rate; placement rate in the area of labour market related measures or improvement of grades for measures related to students with migrant background. Qualitative indicators refer for instance to the satisfaction of participants, the flexibility of providers to adapt to new situations and target groups, or the innovative character of measures.

Participation of the target group in integration measures

Experience shows that the level of immigrants’ participation in integration programmes that are offered on a voluntary basis (e.g. language and civic integration courses) varies. Several reasons have been identified for this observation: Immigrants might not be sufficiently aware of the programmes; might question their relevance; might have reservations towards getting in contact with state authorities or doubt the quality of programmes offered for free.

Measures to increase the participation of target groups in the programmes include both incentives and disincentives. One way to ensure participation in the programmes is to make them obligatory. As stated in previous sections, in recent years a number of countries have opted for obligatory participation for all newly arrived immigrants but also for certain categories of long-term residing migrants. Possible sanctions in case of non-compliance with these obligations include revoking of residence permits or limitations in the access to welfare subsidies and benefits. Most countries, however, use sanctions very carefully and view them as a means of motivation rather than a means of enforcement. Some countries also use incentives, e.g. reimbursement of or preferential access to welfare benefits to immigrants who have successfully completed language courses. Participation always depends on the quality of the offered programmes as well. They should ensure high overall quality, pursue teaching methods differentiated according to target groups, foster a practical approach and pay particular attention to the skills of trainers and teachers.

III.1.2 Methods of monitoring and evaluation

Two approaches in measurement and evaluation have to be differentiated. The first approach refers to the assessment of the quality of concrete integration policies, measures, programmes and courses and the identification of potential shortfalls in order to improve them. The second approach refers to the assessment of the overall state of integration or integration within

¹⁰³ Hofmann M. and Reichel D., WIKAN, ‘Impact Assessment of Integration Policies in Europe’, funded by MOI Austria and the European Commission, ICMPD 2013, p. 41

a given country, which also provide crucial information for the further improvement of integration policies.

Monitoring and evaluation of integration measures

European States try to measure the direct impact of their integration measures and programmes. They want to know to which extent participation in courses and programmes has improved the capability of immigrants to integrate successfully. They want to learn how to improve their programmes and how to adapt them to changing environments or different immigrant groups. In this regard, the involvement of immigrants in related surveys and monitoring is a key aspect. Immigrants are in the best position to let administrations know what their concrete integration needs and challenges are and where courses and programmes should be adapted to better meet them. There is a broad number of quantitative and qualitative indicators that can be applied in the evaluation of particular programmes. Those need to be tailored to the specific programme under investigation. A few typical indicators are listed below:

- Overall number of applicants for participation in a programme/course;
- Overall number of participants in a programme/course;
- Dropout rate of participants;
- Passing rate of participants;
- Costs of programmes overall and per participant;
- Placement rate of participants (in case of labour market related programmes);
- Satisfaction of participants with programmes and testing;
- Interlinkages with other areas and sectors (e.g. number of language lessons for successful labour market integration).

Thus, it is recommended to involve members of the target group (participants in programmes) and important stakeholders (e.g. employers, labour market experts, educational experts etc.) in the evaluation of programmes. Their insights and experiences are key for the further improvement of programmes and courses.

Monitoring and analysis of the integration situation

Many European States have started to monitor the state of immigrant integration by use of statistical methods. Monitoring refers to the continued observation of developments on basis of defined indicators, which are seen as central for the subject under investigation. Indicators are applied in areas where a precise measurement is not possible. Immigrant integration is such an area. As difficult as it is to define integration as impossible it is to measure it precisely. This, however, should not imply that it is not possible to draw evidence-based conclusions on the state of integration in a country. Integration monitors and indicators are an excellent tool in this regard, as long as it is acknowledged that these tools can significantly enhance the understanding about integration trends and developments but cannot provide a fully accurate picture of the situation in quantitative terms. Indicators quantify and simplify complex phenomena and help to better understand social realities.

The establishment of so called integration monitors based on integration indicators at different political levels can be regarded as one most important developments in European integration policies of the recent past. This trend had started mainly at the local and regional levels and was later taken up at state levels as well. The main purpose of integration monitors and indicators is to provide statistical but also qualitative information on the state of integration in a society. Thus, integration can refer to both the immigrant population and the whole society regarding its openness and responsiveness towards immigrants.

By looking at „integration realities“, the monitors and indicators indirectly provide information on the effects of integration policies and measures as well. However, it must be stated that they do not allow for a direct measurement of the quality of integration measures. Integration is far too complex and subject to a broad number of individual, social, cultural and economic factors which cannot be directly influenced by official integration policies. The best policy on labour market integration of immigrants, to quote only one example, will reach its limits in times of economic downturn and high unemployment in sectors traditionally occupied by immigrants. A distinction must be made between integration monitoring and integration indicators, which measure the state of integration within a society, and the monitoring and evaluation of integration policies, which measure the effectiveness of concrete integration measures. Irrespective of national particularities, all integration monitors have in common that they want to improve the evidence base for targeted policy making or the improvement of integration measures. Integration indicators are often seen as an important source of information *for* policy making but not as a tool to assess the quality *of* policy making. In addition, they are very useful for providing evidence-based facts for the sometimes emotionally charged public debates on immigration and integration.

Countries apply different approaches when it comes to the use of integration indicators and the number of indicators they apply. Some countries focus on a small number of key indicators (such as employment rate, income or educational levels), others apply more sophisticated sets of complex indicators. The respective approach depends largely on the underlying objectives and the availability of statistical data. Thus, it is highly recommended to take into account the feasibility of data production. Since the main advantage of integration indicators lies in the observation of trends over longer time-periods it is crucial to ensure the availability and comparability of data without overburdening the entities involved in their establishment. The Austrian example presented below might serve as a Good Practice, which follows an ambitious yet pragmatic approach in the area of integration indicators.

Integration indicators in Austria

In Austria, the „Statistical Yearbook on Migration & Integration“, edited by Statistics Austria, the Federal Ministry for Europe, Integration and Foreign Affairs and the Federal Ministry of the Interior, offers up-to-date figures and facts in various fields relevant for immigrant integration but also includes a report on integration indicators. The indicators are closely linked to the seven

fields of action the Austrian National Action Plan on Integration (NAP.I), which was adopted by the Austrian government on 19 January 2010.

The NAP.I brings together all integration policies, programmes and measures of the federal level, provincial governments, local authorities, cities, and social partners. The NAP.I was the result of a comprehensive work process including between a wide number of public stakeholders, interest groups and NGOs. In parallel, international experts, migrant associations and Austrian citizens provided additional input to the NAP.I. The NAP.I is supposed to provide a platform for nation-wide cooperation of all stakeholders for successful integration measures and optimise their implementation.

The NAP.I defines target groups, general guidelines and concrete fields of action in the area of immigrant integration. All concrete integration policies, programmes and measures are compiled in form of a **NAP – Catalogue of measures**.¹⁰⁴ The Catalogue

covers challenges, principles and objectives in the following fields of action: language and education, work and employment, security, rule of law and values, health and social affairs, intercultural dialogue, sports and recreation, as well as living and the regional dimension of integration.¹⁰⁵ As stated above, the implementation of the NAP.I is evaluated against a set of indicators specifically designed for this purpose. The evaluation of the implementation of the NAP.I is conducted in form of an annual **Integration Report**.

Austria applies a total of 25 integration indicators in three main areas: 1) demographic and legal status indicators of immigrants; 2) core social indicators; 3) indicators for specific topics.¹⁰⁶ Below table lists the 25 integration indicators in detail and according to the fields of action of the NAP.I. The five core indicators are emphasised in bold.

104 The NAP – Catalogue of measures contains all measures reported by the members of the Steering Group of the NAP. This ensures a wide coverage of measures, however, the Catalogue does not claim full coverage of each and every integration measure implemented by the members of the Steering Group.

105 Austrian Federal Ministry for European and International Affairs, <http://www.bmeia.gv.at/en/integration/national-action-plan/>

106 Kraller/Reichel, Measuring and Monitoring Integration in Europe, p. 57

107 Statistics Austria, Statistical Yearbook on Migration & Integration 2014, p. 118

THE 25 AUSTRIAN INTEGRATION INDICATORS

Fields of action of the NAP	Indicators ¹⁰⁷
Language and education	<ul style="list-style-type: none"> • Preschool care rates (by age of child and citizenship) • Children in need of language support (kindergarten age) • Students by school type and citizenship • Foreign students at public universities • Educational levels of the population between 25 and 64 years according to migration background • Early school leavers (after 8th grade) by first language and type of school
Employment and occupation	<ul style="list-style-type: none"> • Employment rate by age, gender and migration background • Self-employment by age, gender and migration background • Unemployment rate by age, gender and migration background • Employed persons by citizenship and highest level of education • Long-term unemployment by citizenship • Youth unemployment by citizenship
Social affairs and health	<ul style="list-style-type: none"> • Net annual income (median) of employed population (without apprentices) by citizenship • Risk of poverty and manifest poverty by citizenship • Life expectancy at birth and at the age of 65 by age and country of birth • Use of preventive health services (vaccinations, preventive examinations, early screening) by age and citizenship
Security	<ul style="list-style-type: none"> • Criminality by age and citizenship • Victims of crimes by citizenship
Housing and spatial context	<ul style="list-style-type: none"> • Living space per capita by migration background of the reference person • Relative housing costs by citizenship • Type of dwelling by migration background of the reference person • Population in municipalities with more than 25% immigrant population by country of birth
Identification	<ul style="list-style-type: none"> • Bi-national marriages between person born in Austria and born abroad by country of birth • Naturalisations as percentage of the number of non-nationals with required minimum residence by citizenship
Subjective questions on the "integration climate"	<ul style="list-style-type: none"> • Sample survey among the overall population and selected immigrant populations

The gathering of the above indicators on an annual basis and their analysis and presentation in form of the „Statistical Yearbook on Migration & Integration“ provide an excellent overview of the state of integration in the country but by identifying existing integration challenges a sound evidence base for further policy development in the area of integration as well.

Besides the observation of trends and developments, the gathered statistics and information also provide the basis for targeted **analysis** of integration related realities and possible areas for intervention of integration policies. Analysis goes further than monitoring; it examines data and information over longer time periods and undertakes in-depth interpretations of observed trends (e.g. differences in integration trajectories between first and second generations of certain immigrant groups). It is not about the mere observation of statistical data but about the linking between

different data sets and additional qualitative information that can be gathered by various means (surveys, interviews, questionnaires, secondary analysis of data, international comparison etc.).

Advanced **research** might be necessary to fully understand the findings of monitoring and analysis of subjects under question. Research not only analyses data but poses principle questions regarding social realities, developments and inter-linkages. When monitoring and analysis help to answer the question of „what is going on in a certain area“, research should answer the questions of „how and why it is going on“. Research addresses questions in a comprehensive and all-embracing manner. This implies robust inputs of time and resources. But when applied in a targeted way, research can provide the best evidence for new insights into a specific topic and the subsequent improvement of related policies.

RECOMMENDATIONS

- Ideally, the building of national integration policies is on a thorough assessment of the respective domestic situation, the development of concrete objectives based on observed challenges and needs and permanent monitoring and evaluation to adapt and approve the overall policy and its implementing measures.
- Integration policies have to prioritise the respective national contexts. At the same time, country-specific planning should always include an exchange on existing practices between countries as an important source for Good Practices and Lessons Learned.
- Objectives in the area of integration should be closely linked to general immigration objectives and take duly into account institutional setups and responsibilities as well as financial and staff resources.
- Integration is a cross-cutting issue which has to involve a broad number of state and non-state actors. In order to ensure consistency and cohesion it is however recommended to assign a specific state agency or ministry with the task of overall coordination of all integration related policies and programmes.
- It is recommended to establish systems for monitoring and evaluation of integration measures on the one side and of the overall integration situation on the other. For the latter, the establishment of integration monitors and indicators has proven to be a very effective tool.

2nd Ministerial Conference of the Prague Process

Action Plan 2012-2016

Introduction

We, the Ministers responsible for migration and migration-related matters from Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, the Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Kazakhstan, Kosovo (UNSCR 1244/1999), Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, the former Yugoslav Republic of Macedonia, Malta, the Republic of Moldova, Montenegro, the Netherlands, Norway, Poland, Portugal, Romania, the Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, the United Kingdom, Uzbekistan as well as the European Commissioner responsible for migration (hereafter: "the Parties");

Gathered in Poznan at the invitation of the Polish Presidency of the Council of the European Union, on 4 November 2011, within the framework of the Second Ministerial Conference of the Prague Process – "Building Migration Partnerships in Action";

Reaffirming the principles and commitments stated in and emphasising the importance of the Joint Declaration adopted at the first Ministerial Conference on "Building Migration Partnerships" which launched the Prague Process, held in Prague on 27 and 28 April 2009 during the Czech Presidency of the Council of the European Union, which remains the overall framework and basis for our cooperation;

Recognising the strategic role of the EU Global Approach to Migration, the Eastern Partnership, the European Neighbourhood Policy, the Stabilisation and Association Process, the Budapest Process, the Black Sea Synergy, the European Union Strategy for Central Asia as well as the relevant strategies, the legal bases established and the affirmative measures taken within the frameworks of the Commonwealth of Independent States, the Eurasian Economic Community, the Collective Security Treaty Organisation and the Shanghai Cooperation Organisation;

Taking into account the long-lasting, deep and successful cooperation among the Parties in numerous forms and recognising in particular the value of knowledge and experience gained through the implementation of the activities of the Building Migration Partnerships project, such as the Extended Migration Profiles and the Eastern Migratory Route i-Map;

Convinced that there is a need to further improve the cooperation established by the Joint Declaration,

Agree to further strengthen our cooperation and to this end, adopt the following Action Plan.

Timeframe

Today, at the Poznan Conference, we take stock of progress made to date and embark on a second phase of practical implementation of the political agenda. Dedi-

cated to achieving concrete results, both in the short and in the long term, we agree on the period between 2012 and 2016 as the timeframe for this Action Plan. Such a timeframe will guarantee proper preparation of actions, ensure the allocation of adequate financial resources, provide for the best dissemination of results and allow for their evaluation.

Priorities

The *Joint Declaration* adopted by participants at the Prague Conference identified five main topics for cooperation in the area of migration. The first two years of implementation have shown the need and interest among partners to deepen cooperation on asylum issues. As a result, a separate section will be devoted to this topic. The areas where cooperation should be further strengthened are the following:

1. preventing and fighting illegal migration,
2. promoting readmission, voluntary return and sustainable reintegration,
3. addressing legal migration and mobility with a special emphasis on labour migration,
4. promoting integration of legally residing migrants in their host societies,
5. making migration and mobility positive forces for development,
6. strengthening capacities in the area of asylum and international protection.

In order to fulfil the objectives of the Prague Joint Declaration it is agreed to focus on a number of specific topics for future activities in the field of migration. Given the different geographical, migratory and socio-economic situations of the Parties, it is clear that each Party will be interested in different activities and therefore that participation in the implementation of the different actions should be on a voluntary basis.

Resource allocation – financing

All Parties endeavour to provide adequate financial resources for the implementation of the Action Plan, on a voluntary basis. Therefore, the activities set out in the Action Plan will be financed through the following sources:

- European Union funds,
- national funds of the Parties,
- funds from other international institutions and organisations.

Implementation of the Action Plan

The Parties agree that the implementation of the Action Plan requires an effective support and coordination mechanism. Therefore the Parties decide to establish a network of national contact points to facilitate daily cooperation at expert level. Expert meetings

should be held if required for the implementation of the activities envisaged in this Action Plan. Senior Officials' Meetings will be organised at least once a year to prepare the ground for Ministerial Conferences, monitor the implementation of ongoing actions and evaluate the impact of completed actions, and to prepare decisions or recommendations for decisions on future policy directions. Ministerial Conferences will be organised to evaluate the results achieved and to decide on future policy orientations.

The Parties decide to establish a group consisting of core partner States and the European Commission in order to assist in coordinating activities and in preparing for the Senior Officials' Meetings. The composition of the core group reflects the consensus of the Parties reached at the Senior Officials' Meeting, taking geographical balance into account.

Evaluation

The Parties commit themselves to monitor and evaluate activities and the implementation of the Action Plan on an annual basis at the Senior Officials' Meetings. A mid-term and final review of the implementation of the Action Plan will take place at the Ministerial Conferences.

Specific actions to be implemented in the framework of Prague Process Action Plan 2012-2016

I. Preventing and fighting illegal migration

1. To support awareness-raising campaigns in countries of origin on the risks of illegal migration, including smuggling of migrants and trafficking in human beings.
2. To promote cooperation between migration-related agencies and state authorities, including by signing working arrangements, with a particular focus on:
 - the exchange of relevant analytical methods focused on illegal migration channels, and of best practices on combating organised crime networks involved in the smuggling of migrants and trafficking in human beings,
 - the promotion and development of Integrated Border Management through the development of a comprehensive training strategy on border management, including on mechanisms to ensure access to international protection for those in need, the setting up of an inventory of existing border security technologies and the identification of technological needs,
 - the exchange of best practices on establishing the identity and/or nationality of irregular migrants,
 - the exchange of best practices on implementation of international standards regarding securi-

ty of travel documents, visas and other relevant documents including on the use of biometrics.

3. To promote the exchange of best practices in identification and in providing adequate protection and assistance for vulnerable groups, in particular unaccompanied minors and victims of trafficking in human beings, including through the strengthening of partnerships between government and non-government organisations.

II. Promoting readmission, voluntary return and sustainable reintegration

1. To promote cooperation in the area of readmission with a view to establishing an area of functioning readmission agreements through:
 - assisting the Parties by providing technical support for the preparation and negotiation of readmission agreements between themselves as well as between the Parties and countries of origin and/or transit,
 - the exchange of experiences and best practices on practical and operational implementation of such agreements.
2. To strengthen practical cooperation in the area of voluntary return through supporting the establishment of related programmes in particular in countries that do not have any such programmes.
3. To support sustainable reintegration through building up appropriate infrastructure that facilitates the access of returnees to information on employment offers in their countries of origin, e.g. by dedicated websites, databases of job vacancies and vocational training courses, and CV databases.
4. To share best practices related to return, readmission and reintegration of vulnerable persons such as victims of trafficking in human beings and unaccompanied minors.

III. Addressing legal migration and mobility with a special emphasis on labour migration

1. To strengthen the capacities of employment services and authorities to manage labour migration in order to better respond to national labour market needs, and to better inform potential migrants on the possibilities of legal migration.
2. To share experiences and best practices in organising labour migration.
3. To share experiences and best practices on social protection schemes and to encourage negotiations and the conclusion of agreements on social security.
4. To create support programmes aimed at the reintegration of migrants into labour markets in their countries of origin, taking into account proper use of their skills and competences acquired abroad.
5. To strengthen cooperation on assessment of mi-

grants' skills and competences between countries of origin and destination in order to avoid "brain waste", including through reinforcing the comparability of professional profiles.

6. To promote an exchange of students and researchers between higher education institutes of the Parties.

IV. Promoting integration of legally residing migrants in their host societies

1. To exchange information and experiences on integration policies and the instruments of the receiving countries, in order to provide recommendations on ways of involving central and local governments, civil society and diaspora communities in the integration process, among others.
2. To strengthen capacity and to share best practices and experiences in integration practices among authorities responsible for the integration of migrants.

V. Making migration and mobility positive forces for development

1. To bring together representatives of diaspora communities and governments of countries of origin and destination for round-table debates on sharing best practices and to discuss the role of diasporas in development and investment in countries of origin.
2. To carry out a comprehensive study of the relevant policies and legislation (on migration, taxes, the rec-

ognition of diplomas etc.) of countries of origin and destination in order to identify successful practices and focus on the possibilities of facilitating circular migration.

3. To examine the possibility of developing a framework for disseminating information on channels for remittances and their cost, especially with the aim of facilitating investment in countries of origin.
4. To exchange information about the social consequences of migration for migrants' families and to identify best practices to address the issue.

VI. Strengthening capacities in the area of asylum and international protection

1. In collaboration with UNHCR, to assist the Parties in developing and strengthening their asylum systems, including national asylum legislation, to ensure compliance with international standards.
2. To support asylum authorities of the Parties in:
 - strengthening reception capacities for people in need of international protection,
 - strengthening their capacities in gathering and analysing information on asylum seekers' countries of origin in the context of the overall strengthening of asylum systems.
3. To promote the development of training programmes for law enforcement bodies and the judiciary on international protection standards and on the principle of non-refoulement.

The electronic version of this document is available at:
www.pragueprocess.eu; www.icmpd.org

Contact

International Centre
for Migration Policy Development (ICMPD)
Prague Process Secretariat
Tel: +43 1 504 4677 0
Fax: +43 1 504 4677 – 2375
icmpd@icmpd.org