



Integration systems compared 2010



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Introduction

How do other countries view civic integration? What lessons can be learned from their approach? To find an answer to these questions, the Dutch Ministry of Housing, Spatial Planning and the Environment – the Ministry responsible for the Dutch government’s civic integration policy – asked Andersson Elffers Felix (AEF) to conduct a comparison of civic integration systems in various countries.

We specifically asked AEF to investigate four key components:

- Target group of the policy (who is required and who is permitted to participate in integration programmes?).
- Programme design (what elements make up the programme?).
- Best efforts obligation and/or result obligation, and consequences on legal/residency status (is there any form of examination or review, and what effect of success or failure?).
- Financial support offered, if any (is the immigrant required to pay for participation?).

Twelve countries are compared and contrasted according to these aspects. The results of the study provide us with a clear insight into the civic integration policy of the investigated countries. As remarked by Henk Snoeken, programme manager for the Deltaplan on Civic Integration, in his interview, we can learn a great deal from their vision. Civic integration experiences a strong development in several countries. It is recommendable to continue monitoring these developments and keep learning from each others experiences. We hope that you too will be able to extract information from this report, which will help you improve the process of civic integration.

We would like to take this opportunity to thank all the interviewees of the investigated countries for their contribution and for assisting us in writing this comparison report. We hope this booklet will inspire you and give you food for thought and much enjoyment!



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‘Civic integration is more than just learning the language’

Interview Henk Snoeken, civic integration programme manager

What is the situation of civic integration in other countries? What can we learn from others? And what can they learn from us? This publication compares and contrasts a number of aspects of the civic integration systems in twelve countries. Henk Snoeken, civic integration programme manager at the Ministry of Housing, Communities and Integration in the Netherlands provides an explanation.

Why this publication?

“What we wanted was an overview of the various civic integration systems in Northwestern Europe, also with a view to possible new choices by a new Cabinet. And because the traditional immigration countries like Australia have built up years of experience with immigration, we wanted to include their input, too. They view immigration in a different light, and it is good to look to them for inspiration. A second reason was the review programme;

the investigation into possible savings in a number of policy fields. How are things organised in other countries? And how can we make use of other people’s ideas in the Netherlands?”

What is the most notable feature?

“Immigration and integration policy are becoming increasingly intertwined in Northwestern Europe. Initially, this line was taken by the Netherlands and Denmark, but this sort of thinking has now spread to France, Germany and the United Kingdom. In certain countries, people have to undergo civic integration before they are permitted to enter Europe. In Southern and Eastern Europe, for example Greece, Italy and Spain, civic integration rules are still being developed. These countries have therefore not been included in this publication.”

What are the differences?

“One major difference is that the traditional immigration countries are far more

selective prior to entry, than European countries. For many years, they have only been allowing people to enter who can offer qualities that enable them to make a contribution to the country. Until 2006, this was less the case in the Netherlands. We have gradually imposed more requirements on marriage migrants. In the traditional immigration countries, requirements are imposed on migrant workers, and less on their partners.”

Are there also similarities?

“Both in Europe and in the traditional immigration countries, there is a considerable focus on refugees. The traditional immigration countries above all aim their integration policy at this group of immigrants. Other groups are left to fend for themselves. Maybe that in those countries the nature of and access to the social security systems are different. In particular in the traditional immigration countries, people have much more personal responsibility in looking for and finding employment and, if they become unemployed, in supporting themselves. That fact is an extra encouragement to learn the language.”

What good examples could we follow?

“In a number of countries, for example France and the United States, much attention has been focused on language teaching for parents. In the United States there are family literacy programmes where people with poor literacy skills and their children are assisted in learning to read and write. Such services are also provided in the Netherlands, but these programmes need to be expanded further in the future, and offered close to schools. It is very important that parents are able to talk to their children about what they learn. And for teachers it

is essential that they are able to speak with the parents, rather than facing a wall of incomprehension. Parents need to know what is going on at their children’s school so that they can remain involved.”

“In a number of countries, a start has been made on civic integration on the shop floor. This is something that could usefully be examined in the future, together with the private sector and with the European authorities. Germany for example uses the European Social Fund for these programmes. It is something which could be better embedded in the budget agendas of the European Union.”

Are there other good examples?

“In certain countries, various matters are very simply regulated. In Germany, the personal contribution towards the civic integration course is one euro per hour. In the Netherlands, the personal contribution is 270 euro, irrespective of how many hours the courses last. It is very difficult to explain why this is the case. A fee of one euro per hour is easily understood by everyone. It is very clear and that simplicity is precisely its charm.”

“It is also interesting that a number of countries differentiate between a basic system and an advanced system. This is something we too should investigate. The advanced course could for example be combined with work or focused on a special situation. Is this a situation we wish to maintain in the future, or do we want to introduce more differentiation?”

Why does every country operate its own language level?

“This is because every country specifies a different balance between functionality and achievability. In the Netherlands we

insist on level A2. In Germany they have opted for B1. In Germany, functionality is the most important. B1 is achievable, but there remains a group that fails to come up to standard. For those people a different sublevel applies. The size of a linguistic community also plays a role. And of course the language spoken in the country of origin. In traditional immigration countries they speak English, and in many former colonial countries too. In such a situation a higher language level can be demanded.”

Can other countries also learn anything from us?

“I believe so. One thing we are good at is linking civic integration with all forms of participation. For example with work, reintegration and volunteer work. Civic integration is more than simply learning the language. It is all about actually participating in society. This fact has also made headway in other countries, but we are clearly frontrunners.”

“Another thing I am proud of is how we hold examinations. In the Netherlands we have achieved huge progress in digital examination. It is no longer necessary for everyone to turn up at a sports hall once every six months, and sit down behind row upon row of school desks. Now examinations can be taken ‘just in time’: whenever you are ready, you simply register for the exam. And we have now established an independent examination; a point essential in ensuring quality. In the past, the teacher decided when someone was ready to sit the examination. Now the state of readiness is determined according to an objective test. I cannot really speak for the situation as concerns English, which is of course a major language for which numerous digitised computer systems are available. In respect of other languages,

however, we are clear frontrunners in Europe.”

Are there European platforms where countries can share their knowledge?

“There are so-called national contact points, where civic servants from all European countries meet together. And the Council of Europe has built up considerable knowledge in the field of language teaching and examination. However I do not believe that policy makers from Europe and the traditional immigration countries actually meet very often.”

If you are asked to name one specific country that has got things just right, which country would that be?

“No single country comes to mind. I believe that we in the Netherlands are actually performing quite well. We have a number of positive points. The traditional immigration countries are clearly focused on the contribution immigrants can make. There, the most important focus is on labour participation. I believe we can learn useful lessons from such an approach. That is something we must clearly keep in mind.”





Accountability

This report presents only those components of civic integration policies on which the Ministry of Housing, Spatial Planning and the Environment wanted to have comparable information. The information is presented separately in individual fact sheets. The selection of what topics to include in this report followed the Ministry's request, which is why certain topics that might be of relevance to the integration policies of the respective countries (like the mainstreaming of activities around civic integration and more detailed information on labour and educational integration of migrants) may not necessarily be addressed at length in this report. This report also does not address the degree of success of the respective policies or how those policies are meeting expectations.

Also, for reasons of transparency and the informational value of the report, a balance was sought between indicating the main

characteristics of the policies on the one hand, and relevant details on the other. Determining what is relevant and what is not proved to be especially difficult in finalising the report in collaboration with the selected countries. A key determinant in deciding what to include and what not was the uniform structure and a uniform use of terminology throughout the report.

The structure used is based on the topics identified by the Ministry of Housing, Spatial Planning and the Environment for this research. The terminology used is also derived from the Dutch policy framework. Problems of comparison can arise because the civic integration systems and terminology vary significantly between countries. For example, the class of immigrants referred to in the Dutch system as "newcomers" is in many other countries identified as a separate target group. The approach chosen was to follow the definitions used by the respective countries

when conducting interviews and analysing the documents, and to then, for the fact sheets, project these definitions onto the Dutch situation.

As a final point, the situation in the individual countries is presented as factually as possible, without consideration of the political rationale behind the structure of the integration system in each country.

This report is the result of the following process. Firstly, the information provided by the Ministry of Housing, Spatial Planning and the Environment and information available from public sources was compiled. The public sources used include the websites of the immigration and naturalisation institutions, foreign embassies in the Netherlands, and the Ministries of the respective countries. To supplement the information gathered in this manner, the authors then spoke per country with at least one person on policy

level who could provide further policy information regarding each integration system. The list of the people contacted was reviewed and where needed complemented by the Ministry of Housing, Spatial Planning and the Environment. The initial versions of the fact sheets were then presented to the people interviewed, and their responses and comments were incorporated into the fact sheets, after which a final version was presented to the respondents for any last comments or corrections.



Australia

Context

The aim of the Australian integration policy, is to allow (legal) immigrants to become participating members of Australian society as quickly as possible. Within the Australian society, the respect for cultural diversity within the Australian legal framework is considered of great importance.

Especially for acknowledged refugees a wide programme around settlement and integration is in place. Also for other groups of migrants there is a limited number of services to assist them with their settlement in Australia.

Target group(s)

In Australia, a distinction is made between the following groups of migrants:

Skilled migrants

Skilled migrants are selected based on the applicants suitability of satisfying the threshold criteria of: having skills and

qualifications assessed as suitable for the Australian labour market; being between 18 and 44 years of age; having good English language ability; and having recent skilled work experience or having recently completed an Australian qualification. Settlement support for this group is provided mainly through web-based information.

Family reunification or family formation migrants

This includes partner, child, parents and a few other relatives. For this group there are some settlement services available and English language classes for some with low English language proficiency.

Refugees and humanitarian entrants

Refugees can voluntarily take part in settlement programmes. It is assumed that in comparison to other groups of migrants, they will need the most support with their settlement in Australia.

Programme(s)

The Australian Cultural Orientation Program (AUSCO) is an intensive 5 day introduction course for refugees before departing to Australia. The course covers a broad range of topics, such as:

- an overview of Australia, including government, geography and climate
- the journey to Australia
- settling in and cultural adjustment
- Australian law, values and citizenship.

The programme is designed to create realistic expectations on life in Australia and to provide information about Australian society.

Integrated Humanitarian Settlement Strategy (IHSS)

After their arrival in Australia, the IHSS provides intensive settlement support to humanitarian entrants for up to 12 months. This includes:

- being met on arrival at the airport
- initial information and orientation assistance
- finding suitable accommodation
- information and assistance to access local community and mainstream services including health, income support, employment, education and community groups
- a package of furniture, whitegoods and utensils to help refugees establish their own households.

Upon arrival, an IHSS worker writes an elaborate case plan for the refugee and his or her family, to assess their needs and to which services access is required. IHSS services are provided by case workers which are contracted by DIAC (Department of Immigration and Citizenship). Also voluntary organisations are working with

service providers to support the settlement of the migrants.

With the Complex Case Support Program there is extra support for refugees with complex needs and with the Unaccompanied Humanitarian Minors Program effective care and supervision is provided for minors that arrive in Australia without a parent to look after them.

DIAC has also developed a settlement information DVD for newly-arrived refugees and humanitarian entrants from Africa and Asia. The DVD, *Australia – a new home*, gives new arrivals the opportunity to review important settlement information in their own home, as often as required, in their first few weeks in Australia. The DVD includes information on housing, health, education, money, work, family, Australian law and living in the community and is dubbed into key community languages.

Translating and Interpreting Service National (TIS National)

This service provides translating and interpreting services to enable communication between non-English speakers and approved individuals and organisations, including doctors in private practice and pharmacies. TIS National is accessible from anywhere in Australia and telephone interpreting is available 24 hours a day, 7 days a week. DIAC also provides eligible Australian residents and citizens with free extract translations into English of their settlement-related personal documents.

Settlement Grants Program (SGP)

The aim of the SGP is to deliver services which assist eligible clients to become self-reliant and participate equitably in Australian Society as soon as possible after arrival. SGP services are available to permanent residents who have arrived in the last five years as humanitarian entrants, family stream migrants with low level of English proficiency and dependants of skilled migrants with low English proficiency who have settled in rural and regional areas.

The projects under SGP focus on three distinct stages of settlement, broadly defined as:

- orientation to Australia; providing new entrants with the necessary life skills required to participate in Australian society
- developing communities; building the capacity of newly arrived communities, helping them to work together and developing a sense of identity and belonging
- inclusion and participation; promoting engagement by encouraging partnership initiatives with mainstream community and government organisations.

Funding priorities for the SGP are determined through an annual assessment of settlement needs. This approach ensures that the services funded through the SGP are targeted toward those communities and locations in greatest need, and that these services are responsive to changing settlement patterns.

Diversity and Social Cohesion Program (DSCP)

The DSCP (formerly the Diverse Australia Program) from the Australian government provides funding and information to help

organisations address issues of cultural, racial and religious intolerance.

Adult Migrant English Programme (AMEP)

The Adult Migrant Education Program (AMEP) is available to eligible migrants (dependents of skilled migrants and family stream migrants) and humanitarian (refugee) entrants, who are entitled to up to 510 hours of tuition or until they reach functional English, whichever comes first. Additional tuition of up to 400 hours is available to humanitarian entrants with low levels of formal schooling or those who have had difficult pre-migration experiences, such as trauma or torture.

Eligible clients can also undertake an employment focused course (200 hours) which assists them to learn vocational-specific English while gaining familiarity with Australian workplace culture and practices. To achieve this, the course employs workplace visits, simulated work environments and work experience placements.

The decision to participate in the course resides with the client. However the program is intentionally structured to be accessible to clients and adaptable to their needs. AMEP classes are available in more than 250 locations around Australia. Flexible delivery is a key component of the AMEP and clients can choose to undertake full or part time courses in a learning centre or a community setting. Clients can also learn at home through distance learning or the home tutor scheme. The AMEP also provides free childcare services and education counselling.

For skilled migrants there are no other integration programs. For this group

information on the internet is available, such as the 'Beginning a Life in Australia' book. This book provides an insight in what migrants should do after their arrival in Australia, such as opening a bank account, and applying for a tax number.

The reason for this is that the policy is mainly focused on groups that require assistance. The English language level plays a role for labour migrants when applying for a visa, but once they arrive in Australia, they have no further obligation to demonstrate their English ability.

On the 'Living in Australia' pages of the DIAC website, information can be found about getting access to language tuition and about which organisations are active in a certain area, which provide assistance with regards to the settlement of migrants.

Effort obligation/Results obligation and consequences

For most temporary residence visas and for obtaining a permanent residence visa, there is an obligation to sign a 'Values Statement'. This is a statement of understanding the Australian values. These are described in the book 'Living in Australia'.

To apply for Australian citizenship, most applicants must meet certain eligibility requirements, including being permanent residents, meeting a residence requirement (generally 4 years), being of good character and passing the 'Australian Citizenship Test'. This assesses whether the applicant has basic English skills and understands the responsibilities and privileges of citizenship.

The citizenship test can be taken as often as is needed for the applicant to succeed.

Failing the test does not have consequences for the applicant's residence status.

Finances

- All questions in the citizenship test are based on the book 'Australian Citizenship: Our Common Bond'. This book can be obtained for free, as well as the book 'Living in Australia'. A range of fees accompany applications for citizenship, depending on the nature of the application and the applicant's circumstances.
- For refugees the integration programme is for free. Applications for citizenship attract a fee.

Future

Immigration is always an important item on the Australian political agenda. Before the first part of 2011 there will be new elections. Nothing can be said yet about any foreseen changes in this policy area.

Austria

Context

The main goal of the Austrian integration policy is to support immigrants who enter the country and aim to stay permanently, to learn sufficient German language skills. This will enable them to successfully integrate and participate in social, economic, and cultural life in Austria.

Target group(s)

The right and obligation to participate in the Austrian integration programme had been stipulated in the Integration Agreement ('Integrationsvereinbarung'). This agreement aims at all third country nationals who settled in Austria after January 1st 2006. Children under 9 years of age, sick or elderly, persons who can prove sufficient German language skills, as well as temporary migrants and highly skilled immigrants are not obliged to participate in the integration programme. Persons who were obliged to fulfil the integration agreement under the previous law are also exempted.

Recognised refugees have the right, but are not obliged, to participate in an integration programme.

Programme(s)

The integration programme predominantly aims to establish German language proficiency to A2 level. The federal government issues the regulatory framework for these programmes. Certified providers offer the actual courses in each region. Lists of certified providers are available in each of the regions.

At the start of the programme newcomers have to sign an integration agreement. By signing this agreement, an immigrant commits to acquiring German language

skills to A2 level, within a five year period. Immigrants who already possess German language proficiency at A2 level, are waived from their obligation to participate in the integration programme. German language proficiency can be proven by official school or comparable certificates.

There are two different modules within the Austrian integration programme:

Module 1. Literacy courses for so called 'primary' and 'secondary' illiterate people. Primary illiteracy refers to the inability to read or write at all. Secondary illiteracy refers to the ability to read and write in other alphabets but not in the Latin alphabet.

Module 2. German integration courses for immigrants whose German language skills are not yet at an A2 level. The goal of these courses is to enable participation in social, business, and cultural life in Austria. To ensure people are placed in groups of similar level the certified providers offer different modules at a variety of levels.

After completing the programme a language test on A2 level takes place.

For recognized refugees there are diverse integration projects sponsored by the European Refugee Fund (ERF). Refugees can voluntarily participate in one of these projects which provide initial integration aid, such as language courses, assistance with job search and with obtaining advanced qualifications, information on housing etc.

There are special programmes for specific target groups. For example a programme where extensive counselling and support in all integration related issues for up to three to six years after being granted asylum is provided. These refugee focused

programmes are not centrally regulated and there are no end levels defined.

Effort obligation/Results obligation and consequences

In order to acquire permanent residency all newcomers have to prove that they have fulfilled, within 5 years, the Integration Agreement which was signed upon issuance of a residence permit (also concerns renewal of residence permit). The fulfilment of the requirements is tested by a language examination on A2 level. The ÖIF-Test, for instance, takes 90 minutes and evaluates German speaking, listening, reading, and writing skills.

Immigrants who already possess German language proficiency at A2 level (as proven by show of school certificates or equivalent) are waived from their obligation to participate in the integration programme.

If the integration agreement is not completed within 5 years the immigrant may be issued an administrative fine and may be expelled from Austria if the reason for non-compliance rests with the immigrant only.

To acquire the Austrian citizenship people have to possess German language proficiency at the same A2-level. For recognized refugees this means that they have to, at that moment, pass the language test in order to become an Austrian citizen.

Finances

For immigrants who are obliged to participate in the integration programme the state refunds 100% of the costs for module 1 (maximum 75 classes) when completed within one year and 50% of the costs for module 2 when they have successfully passed the test at A2 level when

completed within two years. The state refunds a maximum of 300 classes (hours). The state also covers the course costs for family members of the immigrant.

For recognised refugees the state finances 100% of the programmes.

Future

To address the challenges of integration in Austria the National Action Plan on Integration (NAP), a central guiding framework to manage integration, was introduced and adopted by the Ministers' Council on January 19 2010. The NAP is the result of a comprehensive work process which started in spring 2009. The National Action Plan on Integration was implemented to develop strategies and policies to overcome occurring challenges and to improve the integration process. The NAP focuses on areas such as language and education, work and employment, constitutional state and values, health and social issues, intercultural dialogue, sports and leisure and housing as well as the regional dimension of integration. Each area consists of various goals that should be achieved by future integration policies and hence shape the integration policies.

The major challenge regarding these civic integration programmes in Austria is to improve the coordination between all responsible parties in the area of integration, to achieve consent on significant policy developments and to assure fast and efficient implementation of the integration programmes.

An other challenge for civic integration programmes is that the implementation is still quite uneven across Austrian provinces.

Belgium

(Flemish community)

Context

Since the remodelling of the Belgian state in 1980, a large part of the Belgian integration policy has fallen under jurisdiction of the Communities ('Gemeenschappen') and the Regions ('Gewesten'). The federal government is responsible for immigration policy. Access to the Belgian territory, foreign residency, the rules for being issued a work permit, and the asylum policy are part of its responsibilities, and the requirements for being granted citizenship are determined by the federal authority¹. The integration policies of the Communities and the Regions can differ considerably.

The Flemish Community and the Flemish Region

The integration policies directed towards new arrivals and immigrants that have lived in Flanders for a prolonged period of time take form in integration decrees. The Flemish government is accountable for the

preparation, execution and evaluation of integration policies. The Flemish policies are designed to achieve 'full-fledged social participation of newcomers. Integration is defined as 'an interactive process in which the government proposes a specific programme to foreigners, a programme that on the one hand enables the foreigners to internalise the new social surroundings and on the other contributes to an acceptance of the foreigners as full citizens by society, with the aim of attaining full-fledged social participation of these persons'.

The French-speaking Community and the Walloon Region

The French Community has assigned its authorities on integration to the French Community Commission (Gemeenschapscommissie) in Brussels and to the Walloon Region (Gewest). The execution of the integration policy of the Walloon Region (decree of 1996) is done

¹ MAP EIF België 2007 – 2013.

by the regional integration centres (seven in total). These centres are subsidised by the Walloon Government so as to support and stimulate immigrants to participate in the cultural, social and economic life. This also includes providing French language courses.

The Flemish government has a specific integration policy that is comparable with the Dutch situation. This fact sheet will only go into the specifics of the Flemish situation.

Target group(s)

The Flemish integration policy identifies two main target groups:

Newcomers

Newcomers are people who have recently taken up residence in Belgium (a residence permit of more than three months for the first time). Some of these immigrants are required to take part in the entire primary integration programme (view below). Asylum seekers, providers of recognised religious services and Belgians who have acquired the Belgian nationality abroad are also considered new arrivals.

Oldcomers

'Oldcomers' are people who have lived in Flanders for over a year. This group also includes Belgian nationals who were not born in Belgium and who are the child of at least one non Belgian-born parent. This category is entitled, but not required, to take part in integration programmes.

Programme(s)

The Flemish integration programme consists of two phases, a primary and a secondary phase.

Primary integration programme

The bureau for reception is responsible for coordinating the integration process during the primary phase. This agency assists the target group with obtaining the right services for them (on an individual basis).

The Dutch Language House directs every immigrant that is part of the civic integration programme to the most appropriate package of course material for Dutch as a Second Language (NT2). During an introductory conversation the consultant of the Dutch Language House will establish a profile of the candidate. An inventory of the number of years of education, the language proficiency and the aim of study will be composed. If necessary, a short reading- and writing test will be required. Candidates who are illiterate will receive an appointment for a test in basic Dutch education. Candidates who are literate, are required to participate in a so called *covaartest* that, estimates the learning pace of each candidate. Candidates with some knowledge of the Dutch language, will subsequently participate in a test to establish their language level. Based on the candidate's profile, the results of the test and the established level, the consultant will discuss the most appropriate program.

At the start of the programme the immigrant and the bureau for reception make an integration contract setting out the specifics of the individual's integration programme. The contract encompasses aspects such as the language courses and the job orientation programme the immigrant will follow. Any exemption from language courses (if the immigrant already has a Dutch language proficiency of at least level A1) will also be set out in the contract.

The first, primary, phase aims at increasing immigrants' self-sufficiency. The language level in this phase is A1. This phase encompasses:

a. Education programme

The education programme consists of three parts:

- Dutch language courses (NT2)
- orientation on career development (counselling towards education, labour market, volunteer work, etc.)
- social orientation (amongst other things the state structure, education, mobility, health and social values and norms).

b. Individual counselling

From the moment of initial registration with the bureau for reception until obtaining the integration certificate, the immigrant is counselled by an individual integration counsellor.

Immigrants receive a certificate demonstrating their participation in the integration programme; this is referred to as the 'integration certificate.' In Flanders there is no integration exam. Upon obtaining the integration certificate, the immigrant is granted access to the second part of the integration programme. Minor newcomers go through a pre-integration programme, which includes assistance by the bureau of reception with registering for school or reception education.

Secondary integration programme

The secondary programme is designed to enable the immigrant to attain full-fledged social participation. This programme is offered to all citizens, including 'native-born' Flemish Belgians; consequently, in the secondary programme the term 'immigrant' is no longer used. The secondary trajectory

is offered by regular institutions (like the Flemish Service for Job Placement).

Participants can choose:

- educational prospects (higher education, etc.)
- professional prospects (vocational training, entrepreneurial training, etc.)
- social prospects (volunteer work, etc.).

Effort obligation/Results obligation and consequences

Because immigration policies fall under the jurisdiction of the Federal Government, rather than the Flemish Government, Flemish integration policy does not make residency status contingent on the achievement of or effort towards a specified result in the integration programme.

Immigrants who are obliged to take part in the primary integration programme are required to invest a certain amount of effort, but this obligatory participation does not have an effect on the immigrant's right to stay in the country. Immigrants can be fined for non-participation in the programme. The obligation to participate encompasses:

- timely registration with the bureau for reception
- drafting and signing an integration contract
- at least an 80% attendance rate in the classroom component of the integration programme as defined in the integration contract.

People who take part in the primary integration programme on a voluntary basis are obliged to adhere to the integration contract. If they fail to attend 80% of the classroom sessions of any one of the classes of in integration programme, they can be fined. A fine can also be imposed if the

immigrant is not willing to participate in drafting the individual integration programme or does not sign the integration contract.

Finances

The Flemish Authority subsidises the institutions concerned. The primary integration programme is free for the participant, also reimbursement of travel expenses and child day care expenses.

Future

Based on the example of the campaign 'it starts with language' (*'het begint met taal'*) of the Netherlands, Flanders intends to start a campaign for the promotion of the use of the Dutch language as a condition for participation.

In Flanders the integration programme is focusing increasingly on helping immigrants to find a place in the labour market or to further studies. In this area, we see the following trends:

- more attention to the secondary programme
- more emphasis on career counselling and guidance to further studies
- attention to diversity.

In the near future, a conference at the ministerial level will be held with representatives of employers and labour unions to discuss this subject.

The Flemish government is also searching for ways to help immigrants from other EU countries to integrate in society. On the basis of the EU charter, EU newcomers can be exempted from their obligation to integrate.

Other current subjects on the agenda are:

- starting the integration in the country of origin. Flanders intends to design such a programme for the period 2010–2011
- a shift from obliging people to participate to obliging people to attain a certain result (the introduction of an integration exam).

Canada

- ¹ The Canadian Experience Class is a new avenue of immigration for certain temporary foreign workers and foreign student graduates with professional, managerial and skilled work experience).
- ² These include government-assisted, privately sponsored and protected persons in Canada and dependants abroad.
- ³ The Resettlement Assistance Program provides short-term income support, reception, temporary accommodation and specialized settlement services (such as more detailed orientation, counselling and links to broader community services).

Context

Canada aspires to be a multicultural society, in which there is understanding and tolerance for different cultures. Both the immigrant as well as Canadian society have a role and responsibility to safeguard and foster this value in society. In Canada, integration is defined as a life-long process by which newcomers become fully engaged or come to enjoy equal opportunity for participation in the economic, social, civic and cultural life of Canada. In the Canadian experience, full integration of permanent immigrants entails access to citizenship. Canada views the acquisition of citizenship as a step in the integration continuum, rather than as an end-point.

Target group(s)

In Canada, integration efforts are focussed primarily on permanent residents who may voluntarily access but are not obliged to use services offered under the Settlement Program. There are 3 main classes of permanent residents:

Labour migrants (Economic Class)

Immigrants who are attached to the labour market include federal skilled workers, business immigrants, provincial nominees, live-in caregivers and the Canadian experience class.¹

Recognized refugees²

Refugees are also entitled to services under the Resettlement Assistance Program³

Migrants on the basis of family formation or family reunification

These are immigrants who are permanently settling in Canada for reasons of family reunification and family formation (spouses, partners, children and others as well as parents and grandparents)

Programme(s)

The responsibility for development and implementation of Canadian integration policy is shared among the federal government and provinces and territories. The Canadian federal government funds settlement services in all jurisdictions and is working with Provinces and Territories to develop a policy framework for settlement programs and a national framework for settlement outcomes and indicators. Responsibility for the design and delivery of federally-funded settlement programs has been devolved in 3 provinces - British Columbia, Manitoba and Quebec. In other jurisdictions the federal government designs and administers the Settlement Program with various forms of collaboration with provinces and, in some cases, municipalities. Provinces and territories also develop policies and programs which help meet local needs. The delivery of settlement programmes lies with local organisations or service providers.

The federal government, through the department of 'Citizenship and Immigration Canada', provides initial support services to prospective immigrants (in the form of reliable information) and to newly arrived immigrants. These services are intended to address shorter-term transitional issues that newcomers face this also includes contextual knowledge of the naturalization process and end state of citizenship.

For newly arrived Canadian immigrants the federal government (department of 'Citizenship and Immigration Canada') or provinces provides a settlement programme. The immigrant can choose from a large variety of free programming including:

- orientation and information services so that newcomers make informed decisions about their settlement and understand life in Canada
- language and life skills so that newcomers have the skills needed to function in Canada
- assistance in finding and retaining employment commensurate with their skills and education
- help to form social and professional networks so they are engaged and feel welcomed in their communities.

Immigrants who are eligible for settlement programs are counselled by service providers as to which services are most appropriate for their needs and all eligible immigrants are assessed for placement in language training classes.

Canada's Multiculturalism and Citizenship programs contribute to the long-term integration of immigrants.

Effort obligation/Results obligation and consequences

For all immigrants, participation in an Settlement Program is purely on a voluntary basis and is not linked to either obtaining permanent residency or Canadian nationality. In order to become a Canadian citizen, adult applicants (over 18 years old) must take a written Citizenship Test to assess: 1) knowledge of Canada and of the responsibilities and privileges of citizenship (for example Canadian history, politics, responsibilities of citizens and legislation); and, 2) adequate knowledge of French or English (applicants need to be able to understand basic phrases and questions and are expected to be able to make themselves understood). A client who fails the written test, or who is flagged by a citizenship official because of concerns about language,

is required to attend a knowledge hearing with a citizenship judge who will assess the applicant's knowledge and language one final time. Minors do not have to meet the residence, language and knowledge requirements for citizenship. People of 55 and over are not required to meet the language and knowledge requirements.

The immigrant is personally responsible for the preparation for this test which is based on the study guide 'Discover Canada: The Rights and Responsibilities of Citizenship'. The Canadian government provides this book free of charge.

Finances

The federal government funds the free settlement services in all jurisdictions. Provinces and Territories also allocate some funding for settlement-related activities and may or may not charge fees.

Future

To improve immigrant integration in Canadian society, the federal budget for integration has increased significantly over the last few years. Extra funding has become available for all services which will contribute to newcomer participation in the economic, social, civic and cultural life of Canada. Among these, language programming is considered key to active participation of the immigrant in the host society. In addition, extra financial means have become available for the Resettlement Assistance Program.

The main topics on the Canadian integration agenda are:

- Labour market integration. The Canadian government is looking for better ways to match the educational level and work experience of the immigrant with

the demands of the Canadian labour market. Central in this debate is the question what levels of language and skills acquisition by the immigrant are required and feasible in order to create better labour market access. The Foreign Credentials Referral Office (FCRO) was launched to offer internationally trained and educated individuals authoritative and accurate information on the Canadian labour market and Canada's credential assessment processes. It also provides path-finding and referral services to immigrants. These services are offered overseas and in Canada to help immigrants apply their skills and credentials in the Canadian labour market.

- Creating awareness among immigrants and Canadian society at large that integration is a process of mutual accommodations well as the active promotion of the Settlement Program to immigrants.
- Implementation of a language test. The Canadian government currently contemplates introducing a language test to determine the effectiveness of its language programs in providing immigrants with sufficient language skills to function in society. Not all immigrants are subject to language requirements when they are selected as permanent residents.

Denmark

Context

Denmark's integration policy has been under development from 2000 onwards. The policy builds on the basic principle that the main responsibility for the integration of newcomers lies with the local municipalities.

Denmark's integration policy has predominantly focused on newly arrived refugees and immigrants on the basis of family reunification or family formation. For a period of up to three years these immigrants are offered opportunities to learn Danish and to follow education or labour market training through an intensive

introduction programme which is shaped around the individual. The aim of these efforts is that these immigrants find paid work as soon as possible or – especially for those between 18-25 years – continue in the Danish educational system.

Target group(s)

In Denmark a distinction is made between the following groups:

Newcomers

These are newcomers who are third country nationals. They are offered an integration programme. This group consists of:

- acknowledged refugees and their family members
- immigrants on the basis of family formation or family reunification.

Labour migrants

These are third country nationals who come to Denmark with the purpose of employment. This group of migrants is entitled to Danish language tuition.

EU-citizens

These are EU nationals who come to Denmark in accordance to EU-law. This group of migrants is entitled to Danish language tuition and labour market training (when they are unemployed).

Programme(s)

The local government and the immigrant sign a contract together which defines the exact content of the integration programme. The following two elements define the contract:

- the aim of the integration programme
- the activities that take place within the programme.

<http://www.newtodenmark.dk>

For a maximum of three years, all refugees and family migrants (from third countries) participate in the integration programme. This programme consists of:

- language tuition, in which knowledge of the Danish society such as values and rights are incorporated
- labour market training (this is voluntary for those who do not receive social benefits).

Three different levels are distinguished in the language tuition:

- Level 1: This is for people who have had little to no education. It is aimed at people with low incomes and who have had low skilled jobs
- Level 2: This is for people who have had more education, such as primary school or basic secondary school. The majority of this group will not master a second language
- Level 3: This is aimed at people who have had higher education. Most people from this category will master a second language
- 'Study Exam' is tailored towards participation in Danish tertiary education (university or polytechnic level). This course ends at level C1.

All newcomers (including labour migrants and their spouses) can follow unlimited language tuition during the first 3 years of their residency in Denmark. There is no maximum within these 3 years; the duration and the intensity of the tuition completely depends on the needs and capacity of the immigrant. Each level consists of 6 modules. These levels are all assessed with exams.

The labour market training is organised as follows:

- short term education, aimed at basic skills and work that requires little education
- training on the job
- subsidized employment.

This is possible on the basis of:

- a short training on the job with a 2-3 weeks time span. This is mainly an exercise for the immigrant
- a longer term employment agreement.

The final aim of labour market training is ordinary employment without government subsidies.

If the immigrant has not become self supporting after the 3 year integration programme, the immigrant can participate in further labour market training, on basis of the same conditions as for (regular) unemployed Danish citizens.

Denmark has had good experiences with mentoring programmes for employed immigrants. With this programme, a mentor who works within the same organisation is matched with the immigrant. Per case it is agreed how many mentor-meetings per week are required. It is also possible to hire a mentor from outside the organisation the migrant works in. In that case, the mentor can then operate in a mediating role between the immigrant and the organisation.

For Denmark, the labour market situation is always seen as the starting point for organising the content of the labour market training for the immigrant. Also, the immigrant's competences and potential areas of (re)schooling are taken into consideration. This policy has proven to be successful: it is a great motivation for the

immigrant to work towards a specific goal. A project with job packages for certain well-described job functions has shown that over half of the participants had found paid work after completion of the programme.

Labour migrants (third country nationals) are only allowed to stay in Denmark with a paid job. On a voluntary basis they are allowed to receive Danish language tuition for free which may include either ordinary Danish courses or intro-Danish. Intro-Danish is a newly developed language course specifically tailored towards people who are planning to only reside in Denmark for a period of 1 to 2 years (view below for more information).

Effort obligation/Results obligation and consequences

The Danish language course of the integration programme is ended with a Danish exam. The level of the exam depends on the individual course. For Danish course level 1 the written exam is at level A2, the oral exam at level B1. For Danish course level 2 the exams are at level B1. For Danish Course level 3 the exam is at level B2. The so called Study Exam is at level C1.

Level 2 ends at Language proficiency at B1 level. When the newcomer passes for this exam, he or she is able to obtain permanent residency if and when certain other conditions are fulfilled as well, for example it is required that the immigrant needs to have been working full time for a minimum of 2½ year without government subsidies.

If an immigrant who is entitled to social benefits does not participate in the integration programme, the social benefits will be reduced when there

are no legitimate reasons for the non-participation.

To encourage newcomers to find employment, social benefits for this target group are set at such a level at which the incentive to take a job has been considerably enhanced. It provides a financial incentive to participate in the integration programme and to more easily find paid work. Before this policy was implemented, the level of social benefits and minimum wages were very similar, which resulted in a lack of incentive to find paid work.

To obtain Danish citizenship, the language level has to be of level 3 (this is equivalent to European level B2) and a citizenship exam has to be passed, where knowledge on Danish customs, history and culture are tested.

Denmark has introduced an obligation for civic integration in the country of origin as a condition for migrants from third countries coming to Denmark for marriage. The test for this is based on knowledge of the Danish language (level A1-minus) and the Danish society (democracy, gender equality, basic rights and obligations etc.) The test takes place in Denmark. A study package is being developed to support preparation for the test. Currently (medio 2010), the test is being developed. The Danish Parliament has accepted the amendments to the Danish Aliens Act. The requirements apply when the test is introduced.

Finances

Refugees and immigrants on the basis of family reunification of family formation have the right to participate in the integration programme free of charge for up to three years. During this time, they

are entitled to receive three years of free education in Danish language and culture. Parallel to this, education and training are offered to get a labour market qualification.

When an immigrant receives social benefits after the three year time span, any additional support is free of costs for the immigrant. Also, the three year time frame of language training can be expanded when there are legitimate reasons, such as illness or pregnancy.

As a financial incentive to advance the effectiveness of the integration programme, the local government receives a bonus when the immigrant finds paid work, participates in the educational system or passes a Danish exam within the three years when the programme has ended.

The payment of the providers of the language tuition is dependent on the progress of the immigrant.

Future

In the past, the first phase was mainly used to put emphasis on learning the language and labour market training. Now it appears to be more motivating for the immigrant to instantly use the language in a work environment. Integration programmes are organised around this principle whenever possible.

Furthermore, from mid 2010 onwards participation in language tuition will be free of costs for all labour migrants (third country nationals) and their spouses.

In this context, a new language course will be offered: intro-Danish. This language course is especially aimed at immigrants who will stay in Denmark for only 1 to

2 years. The spouse is entitled to labour market training as well. Currently there is no requirement for local governments to provide this, but they can do on a voluntary basis. From mid 2010 onwards this will be obligatory. The reason for this new policy is to assist labour migrants and their spouses to settle in Denmark as soon and as well as possible.

Additionally, the Danish Government has suggested that the Act on integration should include all newcomers, including refugees, family and labour migrants as well as EU-citizens. Labour migrants and EU-citizens will in the future be offered an introductory course which includes language training and a course on the Danish society.

France

Context

A framework of acts forms the basis of the French integration policy, amongst which the act on immigration and integration (La loi d'Immigration et d'Intégration of 24 July 2006) is the most important, complemented by the guideline concerning the stay and shelter of foreigners (Le Code de l'Entrée et du Séjour des Etrangers en du Droit d'Asile). On the one hand, the integration process aims to develop the immigrant's language skills. On the other hand, it aims to cultivate knowledge of and respect for the values of the French Republic.

The integration approach can be subdivided in two stages: First, there is the 'Contrat d'Accueil et d'Intégration' (CAI) (reception and integration contract). The second stage consists of a number of programmes for specific target groups (women, elderly immigrants, et cetera) and specific domains (language training, job hunting, et cetera). The description presented here focuses on the first stage, unless indicated differently.

Target group(s)

In France, the integration policy is directed towards all newcomers from 'third countries' ('third country nationals'), who want to permanently settle in France. They are obliged to participate in the integration programme. These immigrants are divided into three different target groups:

- recognized refugees;
- immigrants on the basis of family formation or family reunification. Apart from the obligatory participation in integration programmes for newcomers, this group must also participate in a preliminary integration programme in their country of origin;
- labour migrants.

France has (up till now) chosen not to introduce specific policies for immigrants from EU-countries. However, people from EU-countries and people from 'third countries' who arrived in France before the application of the general integration policy in 2006, can participate in the integration programme on a voluntarily basis.

Programme(s)

First stage

The first part of the integration programme takes part in the immigrant's country of origin. It consists of up to 40 hours of French language tuition (if necessary) and an obligation to attend a three hour workshop about French values and institutions.

Since 2007, immigrants are obliged to sign the 'Contrat d'Accueil et d'Intégration' (CAI) upon arrival in France. This is the second part of the first stage in the integration programme. The signing of the CAI includes the obligation for the immigrants to take part in the integration programme. It also specifies those parts of the integration programme the immigrant is required to participate in.

The integration programme consists of compulsory elements and optional elements. The compulsory elements of the programme consist of:

- French language tuition up to A1.1 level, which is somewhat below European A1 level. Language courses are only mandatory when the immigrant does not yet master the French language. If required, the immigrant can be obliged to take up to 400 hour of language tuition. This does not include the possible

prerequisite hours of language tuition to be followed in the country of origin.

- A one day workshop on the values and institutions of the French Republic. This is also compulsory for those immigrants who have participated in the first stage of the integration programme in their country of origin.
- A three hour workshop during which job opportunities in France are discussed. This focuses on the acknowledgment of diploma's and skills that are obtained abroad, as well as supporting the immigrants' job search.

Next to the compulsory part, there is an optional part of the programme. Participation in this part depends on the needs of the participant. This optional parts of the programme consist of:

- Knowledge about living in France. During this half-day programme, the basic characteristics of the French society are covered, such as the French school system.
- Knowledge of family life in France. This is a colloquium for both parents (the newly arrived as well as the one who already resides in France), in which information is provided on education, the educational obligations and other institutions which the family might encounter. All families with children are obliged to take part in this colloquium.

Second stage

To promote integration, apart from the first stage integration programme, amongst others, the following programmes are in place for all migrants (not only for the newcomers):

- French language tuition for parents, provided by the teachers of the immigrant children. The tuition is financed by the government in 30 different regions. The main aim is to increase the parent's level of French and to get them more acquainted with their children's school and French society in general.
- The different regions get money for so called 'ateliers'. These are local activities with a specific goal of language development and socialisation.
- Financing of local social workers. The government finances 25 liaisons (social workers) who develop neighbourhood programmes for specific categories of immigrants in relation to local challenges. The aim is to increase connectedness with the French society.
- To stimulate companies to employ immigrants, the French government has developed a so called 'diversity label'. This is provided by a national commission when the firm has proven to play an active role in fighting discrimination and improving diversity at the workplace. In 2009, 26 companies in France carried this label, which totals a 500.000 workforce.
- Lastly, the French government negotiates with companies to experiment with providing language tuition to their employees.

Effort obligation/Results obligation and consequences

Signing the integration contract is linked to extending the temporary residence permit, but not directly to permanent residency or

to obtaining the French nationality. When an immigrant chooses not to participate in the compulsory part of the integration programme, the temporary residence permit might not be extended. It is in the power of the prefect to make this decision.

To obtain permanent residency, immigrants have to show that they have reached results in their integration process. Amongst other things, language skills and knowledge and respect of basic French values are tested in an interview.

Finances

For the participating immigrants, the integration programme is entirely funded by the government.

Future

The introduction of the integration contract and the introduction of the integration programme, meant a significant change in the French integration system. In the coming years the emphasis lies on improving the preliminary integration process in the country of origin and the strengthening the local integration programmes. It is also being investigated whether the French government can promote and finance language courses above the current level A1.1 up till A2.

Germany

Context

The Aufenthaltsgesetz (Residence act) from 2005 (amended 2007) forms the legislative basis for Germany's integration programme. From the moment of implementation of this act, the federal government has, step by step, developed the current integration policy. The starting point of the German integration policy is reciprocity: the government supports the integration of immigrants in society, but does expect certain commitment and investment from the immigrant in return.

There are many private and state-run programmes to support the integration of immigrants into German society. The nation-wide integration programme aims to coordinate these different efforts and to develop them further. So the nation-wide integration programme as well as the national integration plan is not one specific programme for individual immigrants, but instead a process of quality development

of integration support involving different governmental and non-governmental actors. The federal structure of Germany's governmental structure entails that competences are split-up between the Federation and the Länder (= states).

Target groups

Regarding the nation wide integration course, immigrants are divided into different target groups. These integration courses are a competence of the Federation with a yearly budget of 218 Million euro's.

Ethnic German Repatriates

These are Germans by ethnicity ('jus sanguinis') who resettle into Germany from the former Soviet Union and Eastern European countries. These immigrants, their spouses and their descendants have the right to settle in Germany and have the right to follow an integration course but cannot be obliged to participate.

Newcomers

Newcomers are third country nationals (from non-EU countries) who have received a German residence permit for over a year after 1 January 2005. They are obligated to follow an integration course when they do not perform a certain level of German.

Immigrants in need of integration

Specific groups of immigrants (third country nationals) who are in need of integration are obliged to follow an integration course.

These are immigrants:

- those who have been obliged by the immigration office because of a specific integration need (i.e. parents of adolescents or young children whose level of German language proficiency is insufficient);
- those who receive social benefits.

Those who are not obligated to follow an integration course do have the possibility to participate in a course on a voluntary basis. This option is available for EU-citizens and persons with a German nationality. Many people choose to enrol voluntarily. Immigrants are motivated to participate on a voluntary basis when they notice that their limited German proficiency is a barrier to labour market entry.

Programme

The most important part of the German integration programme is the integration course which predominantly aims to establish German language proficiency at B1 level. There are several integration course providers. Integration course providers carry out integration courses accredited by the Federal Office for Migration and Refugees (BAMF) which is a subordinated federal agency of the Federal Ministry of the Interior.

Within the integration course the main topics are:

- shopping and living
- health
- education and raising children
- leisure time and social interaction.

The language tuition is followed by an orientation course in which topics like the German legal system, history, culture, rights and obligations, values as well as regional specificities are discussed.

To ensure that people are placed in the correct language level their proficiency level is assessed during a pre-enrolment language test. When people have attended the integration course regularly and done the final tests (no successful participation required), the obligation to follow the language tuition is waived. For these people the option remains to follow a programme which teaches them German language above B1 level. The duration of the integration course varies between 430 hours and 945 hours. A full course consists of six modules language tuition of 100 hours each and a seventh module which is the orientation course (this takes 45 hours). After completion of the programme, a new language test developed by the Goethe Institute called "Deutsch-Test für Zuwanderer (DTZ)" on B1/A2 level takes place as well as a test on the knowledge of German culture, values, legal system and history. Those participants who reach the B1 level and pass the test are entitled to receive the "Certificate Integration Course" issued by the BAMF.

If participants after completing the full integration course do not pass the exam, they are entitled to an additional 300 hours of language tuition.

To cater to the different needs of the immigrants, specific streams of the integration course have been created:

- an integration course for parents
- an integration course for women
- an integration course for immigrants below 27 years of age
- an intensive integration course for fast learners. They follow only 400 hours of language tuition, and the orientation course for this group takes 30 hours instead of 45 hours
- an integration course for illiterates. This group has a right to 1.200 hours of language tuition (instead of regular 900 hours)
- a complementary integration programme. Parallel to the integration programme, immigrants are supported in obtaining an educational degree or in finding a job.

Furthermore, to facilitate participation for working immigrants and immigrants who have children, there are full-time and part-time courses, as well as courses in the afternoon and evening.

Effort obligation/Results obligation and consequences

Prospective immigrants from all third countries who apply for residency in Germany on the basis of family reunification or family formation – with the exception of immigrants from about ten third countries which have a visa exemption agreement with Germany – need to pass a language test at A1 level in the their country of origin.¹

In order to acquire permanent residency, both the language test at B1 level as well as the social test on German culture, values, legal system and history need to be passed². Also, the participation rate during the

integration course is taken into account. Immigrants who have successfully passed the test for this integration course are waived from further tests.

When immigrants who receive social benefits (and are therefore obligated to participate in the integration course) fail to participate sufficiently or at all in the integration course, their social benefits can be reduced by 30% up till 100%. However, in practice this measure is rarely executed.

To stimulate integration course participation of immigrants who have settled in Germany before 2005, these immigrants can, when the integration course is completed successfully, obtain the German nationality faster. Normally, for immigrants to acquire German citizenship they have to reside in Germany for a minimum of eight years. When immigrants have successfully completed the integration course, they can acquire the German nationality within seven years.

Since September 2008, everyone who wants to obtain German citizenship has to take a naturalisation test. This test consists of 33 questions of which at least 17 questions have to be answered correctly. This test covers topics like 'living in a democracy', 'history and responsibility' and 'citizen and society', as well as three questions about the 'Bundesland' (region) where the exam is taken.

¹ Exceptions are made for cases in which family reunification is based on the partner already living in Germany and received his/her residence permit on grounds of research, high qualification or other high value for the host country.

² With the exception of the handicapped, ill etc.

Finances

In Germany, an individual contribution of 1 euro is asked for each hour of tuition. This is both for obligatory as well as voluntary participation in the integration course. For persons who receive social assistance the participation is free of tuition (currently about 80% of the participants). The government finances a maximum of 1.245 hours of tuition. Accredited integration course providers are reimbursed 2.35 euro per hour/per participant.

For successful participants 50% of the paid tuition is refunded. When an immigrant does not pass the exam after the maximum hours of tuition, the costs of any additional hour of tuition are entirely at his or her expense. Repatriates and immigrants with a minimum income or who receive social benefits are exempt from this contribution.

Future

In Germany, the focus of the integration course is primarily on the provision of a knowledge base which is relevant for all immigrants irrespective of their national or ethnic origin or their qualifications. Apart from that the aim is to support the immigrant to find a job as quickly as possible.

The Netherlands

Context

The objective of the Dutch Integration Act (January 2007) is that everyone who becomes a long-term resident in the Netherlands learns the Dutch language and has an understanding of the workings of the Dutch society and the most important Dutch norms and values. The Dutch government considers this to be a pre-requisite for successful integration in the Dutch society. This is stipulated in the Civic Integration Act which came into force on January 1st 2007. In the Netherlands, policy and implementation are segregated. The federal government is responsible for the civic integration policy and legislation. The municipalities are responsible for the implementation of this policy.

Target Group(s)

In the Netherlands, immigrants are divided into three different target groups who are all obliged to pass the Civic Integration Examination (inburgeringsexamen):

Oldcomers

Oldcomers are immigrants between 18 and 65 years of age from third countries who have come to the Netherlands with a non-temporary residence purpose, who resided in the Netherlands before 1 January 2007 and who do not hold a certificate demonstrating sufficient level of knowledge of the Dutch language and Dutch society¹. Oldcomers are obliged to pass the Civic Integration Examination.

¹ Immigrants who are obliged to pass the Civic Integration Examination can be waived from this obligation if they pass a short exemption test (Korte VrijstellingsToets), have followed Dutch schooling for over 8 years or who hold certificates from Dutch secondary education, vocational training (MBO, HBO) or university courses, on the condition that the course was followed in Dutch.

Newcomers

Newcomers are immigrants between 18 and 65 years of age from third countries who came to the Netherlands after the introduction of the Civic Integration Act on January 1st 2007 with a non-temporary residence purpose and who do not hold a certificate demonstrating a sufficient level of knowledge of the Dutch language and Dutch society. This group is obliged to pass the Civic Integration Examination.

Spiritual counsellors

Spiritual counsellors, both oldcomers as well as newcomers, are obliged to pass an adapted integration exam. There is a specific integration programme for this group. The following groups of people are not obliged to follow an integration programme but have the possibility to participate on a voluntary basis if they feel the need to learn or improve their Dutch language skills;

- (Naturalized) Dutch citizens
- EU/EER citizens including their family members: citizens from countries within the European Union, the European Economic Area or from Switzerland.

Programme(s)

Civic integration programmes are offered through the local municipalities. This does however not mean that the municipalities offer the services themselves; this is outsourced to (private) organizations which offer the programmes.

All immigrants are invited for an introductory conversation with the municipality, during which the obligation as well as the options are discussed. To ensure that people are placed in the correct language level and the right integration programme (profile)

municipalities can assess their proficiency level during a pre-enrolment language test. Immigrants who participate on a voluntary basis, the municipality and the immigrant sign an integration contract which stipulates the rights and responsibilities of both parties.

Newcomers have fulfilled the integration requirements when they passed the Civic Integration Examination at language level A2. Oldcomers have to pass the exam at level A1 for written and comprehension skills and level A2 for oral and listening skills. The Civic Integration Examination consists of both decentralised components (20 practical situations or 4 assessments) as well as centralised components (testing the knowledge of Dutch life and society and a language test). Other options are to pass the Dutch State Exam NT2 at B1 or B2 level (this last level allows for enrolment in (polytechnic) universities) or passing a senior secondary vocational course, which encompasses Dutch language.

The programmes the municipalities offer differ largely in terms of duration. Generally the course can take between 6 months and 18 months. The emphasis is on meeting the end requirements (minimum A2 level), rather than a certain number of hours.

The integration programme includes Dutch language and knowledge of the Dutch society. To cater to the different needs of the immigrants, specific streams of the integration programmes have been created:

- a course on upbringing children, health and education (mainly for mothers)
- a course on working in the Netherlands
- a course for entrepreneurs
- a course on social participation / volunteer work.

Before illiterate people start an integration course, municipalities can offer them an literacy course.

If an immigrant does not pass the Civic Integration Examination, he/she must resit the test. The immigrant must continue to try until he/she passes the test. Immigrants are only waived in specific situations, such as medical status, mental disability or cases in which it is obvious that the immigrant will, despite all efforts, never be able to pass the exam.

Effort obligation/Results obligation and consequences

Prospective immigrants from all third countries who apply for permanent residency on the basis of family reunification or family formation need to pass 'civic integration examination abroad' in their country of origin. This examination consists of knowledge of the Dutch society and Dutch language skills at level A1.

As of January 19th 2009, immigrants who are obliged to pass the Civic Integration Exam need to pass this exam within a maximum of 3,5 years after registration in the Netherlands.

As of January 1st 2010, immigrants who want to acquire permanent residency, have to pass the Civic Integration Examination. If the immigrant does not pass the examination due to a lack of effort, he/she will not receive a permanent residence permit.

Immigrants who want to acquire the Dutch nationality, in general have to pass the Civic Integration Examination at level A2.

Finances

Municipalities have to ask immigrants who are obliged to pass the Civic Integration Examination for a contribution of 270 euro per person per course. Immigrants who want to prepare themselves without help from the municipalities, can take loans from the central government to finance the course and the examination.

Most municipalities can fine immigrants who do not fulfil their obligation to participate in an integration programme or who do not pass the exam within the given time frame.

Future

Changes are soon to be introduced to the civic integration examination abroad. The standard of the spoken Dutch test will be raised to level A1, and the examination is being expanded to include a new reading and comprehension skills test.

A central pillar of improving the Dutch integration policy and practice is the Delta Plan for Civic Integration. This plan aims to improve the quality of civic integration programmes in the Netherlands and to reach more immigrants. The financing of this plan will end by December 2010.

New Zealand

Context

New Zealand's immigration policy is focused on recruiting skilled migrants. While there is a Settlement ("integration") Strategy, the only compulsory integration programme is a six week course for quota refugees.

The essential characteristic of New Zealand's integration policy is its voluntary nature. It is available to all permanent migrants. It is not targeted at temporary migrants, but many do benefit from it.

Target group(s)

New Zealand distinguishes three main target groups in its permanent migration programme:

Labour migrants ('Skilled / Business Migrants')

These are migrants recruited on the basis of their skills, which must be at professional, technical or trades level. They must speak English to a reasonably high level (6.5 IELTS) and if they are claiming points for skilled work experience, that experience must have been gained in a country with a "comparable" labour market. They are entitled to access all settlement services but are not required to undertake any integration programmes once they have arrived in the country. However, if the principal migrant's partner, or any dependent children aged over 16, do not reach IELTS level 4, they must pay for English language tuition before the family can be approved resident (the English language training is undertaken in New Zealand).

Family migrants

- migrants on the basis of family formation. These are migrants who want to settle in New Zealand on the basis of partnership
- migrants on the basis of family reunification. These are migrants who want to settle in New Zealand on the basis of being the parent of a New Zealand citizen or permanent resident, or being the adult child or sibling of a New Zealand citizen or permanent resident.

There is no required integration programme for the above mentioned groups, although the Settlement Strategy aims to provide assistance if required.

Quota refugees

For refugees entering under the annual quota New Zealand has developed a six week programme which people participate in upon their initial arrival in New Zealand. In addition, there is a range of programmes around the country, in which refugees (including recognised asylum seekers) can participate on a voluntary basis. A nationwide service provider agency, Refugee Services Aotearoa NZ facilitates resettlement and access to services for quota refugees in local areas.

Programme(s)

Pre-arrival settlement information

People applying for permanent residence receive an information package on New Zealand, its language and culture. This information is available on the internet (<http://www.newzealandnow.govt.nz>). Topics included are the cost of living, housing, labour market, primary industries and New Zealand's geography.

There are also three publications that are available to migrants at different stages of their migration and settlement:

1. "Your Future New Zealand," a booklet aimed at providing information to those considering migration to New Zealand;
2. "Welcome to New Zealand," a booklet that migrants receive upon entry to New Zealand;
3. "LINKZ Magazine," a quarterly publication that provides information about New Zealand and topics related to settlement. Any migrant or refugee can sign up to receive LINKZ Magazine for free for the first two years after arrival.

For the settlement strategy, New Zealand emphasises the two-way relationship involved in successful settlement – host communities have a role to play in providing welcome and support, so that migrants and refugees can settle quickly and contribute. Other objectives are: obtaining employment, becoming confident in using the English language and forming supportive social networks and establishing sustainable communities.

A nationwide Settlement Support New Zealand (SSNZ) initiative, funded by the Department of Labour and led by local government or by NGOs, provided a clear point of contact for new migrants through which they can access information about services.

Refugees

As noted above, New Zealand offers a six week introduction programme for newly arrived quota refugees. This programme consists of the following elements:

- information on New Zealand's culture, including enrolment with Work and

Income, establishment of a bank account, orientation trips and so forth

- a medical and dental check up
- language tuition.

Once quota refugees have left the Reception Centre, they are placed into housing in communities around the country. They have support from community volunteers and social workers provided through the NGO Refugee Services Aotearoa NZ for their first year in New Zealand.

English

All refugees have free access to English language tuition in local high schools for up to five years from arrival. In addition, volunteers (mostly organised through a non-governmental organisation (NGO) which contracts to government) are available to provide English language support to adults. There are waiting lists for this assistance. The levels of proficiency reached during this training depends on the level of the individual refugee.

All children in compulsory education are entitled to receive necessary assistance, including ESOL assistance for up to three years. This applies to the children of citizens and permanent migrants and the children of temporary workers.

No language requirements are set for migrants on the basis of family reunification or family formation. As noted above, upon their application for permanent residence, they are provided with information on the country, its language and its culture.

Government assistance with training and employment

Refugees (and other migrants) can participate in tertiary education to gain qualifications in order to improve their position on the labour market. Tertiary

education is “post-compulsory”, meaning education after secondary school. In New Zealand this includes Universities, Polytechnics and some private institutions. Also a few not-for-profit institutions (nongovernment) are included with this category, particularly in the fields of English language, literacy and numerical skills. Recently the funding for adult and community education has been cut to a large degree, except in the areas of English language, literacy, numerical skills and Te Reo Maori (the indigenous language of New Zealand). As with other citizens and permanent residents studying in New Zealand, the government pays three quarters of the related costs, non-refugees must have been in New Zealand for two years before this subsidy is available to them. For the remaining part an interest-free loan can be obtained.

The Department of Work and Income (within the Ministry of Social Development) provides a range of support to unemployed people, including refugees. This includes assistance with job search, fully-subsidised training (including English Language training – subject to availability) and income support (through the unemployment benefit).

Career Services is a government agency which provides career counselling, advice and planning. It is focused on assisting school leavers and unemployed people (including refugees). It helps job seekers, including refugees, link their skills and experience to jobs, training and careers in New Zealand by providing practical information and advice about jobs and training.

Community assistance

Partnerships between NGOs and government agencies (central and local government) contribute to building connections for refugees and their communities and strengthening their capacity to actively build a future in New Zealand. Many local authorities (local councils) provide assistance for migrants, including refugees, in their areas. This is often linked to specific marketing initiatives aimed at recruiting skilled migrants to and informing them about local regions. These regional assistance plans are linked to the overall “Settlement Support New Zealand” programme.

Migrant levy

There is a range of mechanisms by which newcomers, and in particular people who do not speak English or do not speak it well, are supported, especially in their dealings with government agencies. In particular, this relates to the provision of translated material and to interpretation services. Some services are partially funded through the migrant levy, a tax of \$300 per head charged to successful applicants for permanent residence.

The services supported by the migrant levy include:

- free telephone interpretation services for most government agencies, many councils, and some health providers
- information for parents about the education their children are receiving
- support for the “Settling In” initiative
- support for the largest NGO involved in organising volunteers to provide English teaching to migrants and refugees.

The migrant levy also funds research into migrant outcomes. Migrants are not

obligated to make use of any of these services.

Effort obligation/Results obligation and consequences

Immigrants are not obligated to follow an integration programme. As noted above, skilled migrants are recruited on the basis of factors which indicate that they are likely to settle well (strong English language skills, recognised skilled work experience, recognised qualifications, and in most cases a skilled job offer in New Zealand). As also noted above, their family members over the age of 16 must pre-purchase English language tuition if they do not speak English to a moderate level. While there is no obligation to actually take up this tuition, most people do. Generally any further English language tuition must be paid for.

All applicants who do not come from English-speaking countries are expected to provide proof that they can speak English with their application. Acceptable forms of proof are IELTS certificates, proof of having worked in a skilled occupation in New Zealand for at least a year, or proof of study at a New Zealand (or other English-speaking country) school, polytechnic or university.

New Zealand Immigration does not interview to determine whether people speak English or not: if there is any doubt an IELTS certificate is asked for.

There is no citizenship test in New Zealand. Applicants are required to have knowledge of the responsibilities and privileges of New Zealand citizenship. This requirement is assessed by citizenship case officers.

Citizenship is a means of integration in New Zealand, rather than the ultimate aim, as the emphasis on integration is at the permanent residence stage of the migration process. Early access to privileges like health care, education and the right to vote, helps to integrate permanent residents into New Zealand society.

Finances

For refugees the complete integration programme is free of costs. While skilled migrant principal applicants should not require additional English support, other courses are at the expense of the migrant (unless paid for by Work and Income).

Future

In New Zealand no large changes with regards to the integration policy are foreseen. Skilled migrants will also in the future remain a significant economic factor for New Zealand therefore receiving a significant amount of attention.

Norway

Context

The purpose of the Introduction programme is to increase the possibility of newly arrived adult immigrants to participate in working and social life and to increase their financial independence.

Norway's integration and inclusion policy outlines that immigrants as quickly as possible after arrival in Norway, should be able to participate in the labour market and the society. Immigrants and their children should be able to achieve equal living conditions with the rest of the population.

Target group(s)

The right and obligation to participate in an introduction programme applies to newly arrived immigrants between 18 and 55 years of age who need to obtain basic qualifications and who belong to one of the following groups:

- persons with asylum status
- resettlement refugees
- persons granted residence on humanitarian grounds
- persons with collective protection
- Family members reunited with persons with the above status.

The programme applies only to persons who are resident in a municipality pursuant to a special agreement between the immigration authorities and the municipality and who has been resident in a municipality for less than two years. Nordic citizens and foreign nationals covered by the EEA Agreement are excluded from the target group.

The right to participate in free Norwegian language and social studies aims primarily at newly arrived third country nationals between the 16 and 67 years of age.

In addition to the target groups of the Introduction programme, migrants on the basis of family formation or family reunification have the right to participate in free Norwegian language and social studies. Beyond the compulsory part of 300 hours, those who have a need for further training will have the opportunity to take more lessons up to 3 000 hours, depending on the needs of the individual.

Programme

The introduction programme runs on a full-time basis and shall at least comprise

- Norwegian language training
- social studies
- measures that prepare the participant for further education or access to working life.

The scheme combines the introduction program with an economic benefit paid to the participant. Upon completion or interruption of a programme, a certificate of participation is issued.

The programme may run for up to two years, with additional periods for approved leaves of absence. When special reasons so warrant, the programme may run for up to three years.

An individually adapted plan is drawn up for every participant and formulated on the basis of an identification of training needs and useful measures. The plan shall at a minimum specify the dates of the commencement and various stages of the programme and measures. The plan shall be drawn up in consultation with the participant and reassessed at regular intervals and in the event of significant changes in the life situation of the participant.

Municipalities are responsible for providing introduction programmes to immigrants in the target groups who are residing in the municipality. As soon as possible and within three months after a person is settled in a municipality or after a requirement of participation is presented.

Effort obligation/Results obligation and consequences

There is no obligatory examination or test upon completion of the introduction programme in Norway.

Since September 2005 the completion of 300 hours language training and social studies is a condition for receiving a settlement permit and Norwegian citizenship. This obligation applies to foreign nationals between 16 and 55 years of age, who have been granted a residence or work permit which forms the basis of a settlement permit. The 300 lessons of training must be completed within the first three years in Norway and all lessons have to be completed within the first five years. This also applies to labour migrants and their family members. Newcomers between the 55 and 67 years of age are not obliged to meet this condition.

Finances

During participation in the introduction programme, the participant is entitled to an introduction benefit. The annual benefit is equivalent to twice the Basic amount from the National Insurance Scheme. Participants under 25 years of age receive 2/3 of the benefit.

If absent which is not due to illness or other compelling welfare reasons the participants benefit is reduced correspondingly hour per hour.

The benefit is not reduced on account of income or child support received. If paid work is part of the programme, the benefit is reduced correspondingly for the duration of such work. Family allowance and cash benefit for families with small children is not deducted from the benefit.

The introduction benefit is reduced if a participant is entitled to daily cash benefits during unemployment, sickness benefit, maternity benefit, rehabilitation benefit, disability pension or benefits during occupational rehabilitation. If, as part of the introduction programme, the person participates in training that entitles him or her to a subsistence benefit from the Public Employment Service, such benefit shall accrue to the municipality.

Norwegian language training and social studies are free of charge for all foreign nationals between 16 and 67 years of age who have been granted a residence or work permit that constitutes grounds for a settlement permit. Labour migrants and their family members are not entitled to free tuition.

In addition to governmental per capita based grants for offering language courses, the state transfer also a per capita grant to municipalities for the settlement of refugees during a period of 5 years.

Future

The Ministry of Labour and Social Inclusion in June 2009 circulated for wide consultation draft amendments to the Introduction Act and Regulations and The Norwegian Nationality Act proposing:

- mandatory final Norwegian language tests, and increasing the compulsory hours of language training from 300 to

600 hours and making this conditions for receiving a settlement permit and Norwegian citizenship. In addition a specific citizenship is proposed

- to reserve ten weeks of the official one year paternity quota to the father of a newborn child. The objective is to make sure those fathers spend more time with their child during its first year, and also to make sure that women have the possibility for a more continuous participation in the introduction programme
- to include new groups in the introduction programme, that is persons, mostly women, who have received a residence permit because of mistreatment in their marriage, or women who cannot return to their country of origin after a divorce and persons who have their marriages annulled because they were subjected to forced marriage
- to give the County Governor the authority to inspect the municipalities in order to ensure that they are providing the services they are supposed to according to the Introduction Act.

This is currently under deliberation in the Ministry of Children, Equality and Social Inclusion.

Sweden

Context

The aim of the integration programme in Sweden is to allow immigrants to settle and construct their lives in Sweden as fast as possible. This is addressed by, as far as possible, shaping the integration programmes around the individual needs and prerequisites. Through participating in the integration programme it is intended that the immigrant is able to find a regular job or can participate in mainstream education. Sweden is about to implement a thorough review of its integration system.

Target group(s)

Sweden distinguishes three target groups:

- recognized refugee
- labour migrants from inside and outside the EU (third country nationals)
- family migrants, either family reunification or wedding migrants.

In Sweden only acknowledged refugees and their family members entering Sweden within two years of the arrival of the refugee in Sweden, are eligible to follow an extensive integration programme. This is on a voluntary basis. When the programme application is done after the two years after the refugee's arrival, they will no longer have a right to participate in the full programme. In that case they are only eligible for participation in language tuition as well as general social and labour services.

For all other immigrants free language tuition is provided, aside from the general social services that are accessible to all of Sweden's legal inhabitants.

Programme(s)

Only refugees and their family members are entitled to an extensive integration programme; all other immigrants are allowed to participate in language tuition on a voluntary basis. In the description of the programme below, 'immigrants' should be read as refugees and their family members.

Every integration programme is supposed to be tuned to the needs and capacities of the individual immigrant. The integration programme is constructed with the following elements:

Language tuition

Municipalities are required to offer Swedish language instruction to all adult immigrants who lack basic Swedish language skills. This should normally begin within three months of registration of residence in the municipality. Depending on the learner's educational background and previous knowledge, she or he is placed in one of three differently paced study tracks, with the right to progress to course D in study track 3, regardless of which track she or he started on.

On average, about 500 hours of language tuition are offered in blocks of approximately 15 hours per week. The exact number of hours varies with regards to the level and the needs of the immigrant.

The highest level of Swedish for immigrants, course D in study track 3, is nearly equal to the language skills of pupils in 8th grade. In other words, after achieving D3 an immigrant has an understanding of the written and spoken language, vocabulary and grammar skills which are similar to those of a 12 year old Swede.

Knowledge on society

This element is covered in approximately 60 hours. The following topics are discussed:

- values in Sweden, such as legislation in Sweden, equality between men and women and the raising of children
- the functioning of a welfare state and the rights and additional services
- daily life in Sweden.

Individual support

The immigrant is entitled to a coach, to assist with achieving the targets of the integration programme. The payment of the coach for this work partly depends on the outcomes of the immigrant regarding job and education.

Other services that are offered:

- Introduction Dialogue. Here immigrants, immediately after receiving residence permit, receive information on where in Sweden there is a need for the immigrant's skills or the skills that the immigrant wants to learn. This dialogue results in a plan of approach for work, place of residency, housing, training, and any other initiatives.
- Mentoring programme. This has the purpose of creating better networks and

skills for the immigrant. The immigrant is matched to someone with similar background in terms of education level or profession. Mentoring programmes will be tried as a pilot project during 2010-2012 as a complement to the coaches.

- Support for entrepreneurs who would like to expand or start their own business. They are offered assistance to apply for funding.

Currently the programmes are carried out by local government. From mid 2010 this will be covered by the Swedish Public Employment Services. There is a two year time limit attached to the support for immigrants within the integration programme. If the immigrant still does not have a job or is taking part in mainstream education after two years, he or she is only entitled to regular social and labour market services.

A supporting policy to promote the integration of immigrants are 'Step in Jobs'. These are specific subsidised jobs, aimed at faster enrolment with the labour market and faster learning the Swedish language. The subsidies for these jobs can amount to 75% of the salary costs for the employer. This policy is accessible for all immigrants during the first 36 months after residence permit. For labour market immigrants this is a theoretical possibility. To get a residence permit as a labour market immigrant, you have to have an unsubsidized job before arrival.

Effort obligation/Results obligation and consequences

Sweden's integration policy is based around positive incentives.

On the short term (2010), changes will be introduced to the system. Instead of the

social benefits that immigrants receive from local government, a national introduction benefit will be added for refugees and their family members. The differences between social benefit and the new introduction benefit are:

- The introduction benefit will be higher than the social benefit, but it will also be reduced if an immigrant does not participate in the introduction programme. This is to create more incentives to participate in language education and other introduction measures
- The introduction benefit will be individual, unlike social benefits that are paid for the entire household. This is especially to enhance the incentives for women to participate in introduction programmes
- While every extra income leads to a withdrawal of the same amount from the social benefit, the introduction benefit allows the receiver to keep most of extra incomes. This is in order to create economic incentives to actually take any job offered during the two year introduction period.

Currently, to assess whether a financial reward encourages a newcomer to learn Swedish, a project is carried out where newcomers receive a bonus when they finish the language tuition faster. The range of this bonus is 600 - 1200 euro.

For both permanent residency and citizenship, there are no tests or language requirements in place.

Finances

For refugees and their relatives, the two year integration programme is free of charge. Other immigrants are only entitled

to education in Swedish, which is free of charge. However some municipalities offer the integration programme to all immigrants.

Future

The Swedish integration policy is mainly aimed at finding access to the Swedish labour market.

Current topics on the Swedish integration agenda are:

- The increasing segregation in the cities, especially in the suburbs
- The development of children from migrant-parents (second generation) with a lower socio-economic background. The educational results of these children (and also of children who have immigrated before the age of seven to eight) is often below the national average, but comparable to the results of native born children with similar socio-economic background. The educational results of children who have arrived in Sweden after the age of seven or eight years are considerably lower than for other native or immigrant children, even considering the socio-economic background. In this context the government is focusing on quality enhancement of the general educational system, where predominantly the Finnish model is used as an example. This model puts special emphasis on basic skills, such as reading, writing and mathematics.

There is a political debate on whether or not there should be a test around language skills at least for the naturalisation process, but nothing has yet been decided on this.

Context

The UK aims to integrate civic integration programmes for immigrants with the existing mainstream education programmes. The aim is to integrate immigrants as quickly as possible with mainstream society. There is no existing obligation to participate in any integration courses in the UK. Because the test on knowledge of life and language in the UK is included with the naturalisation process (to receive citizenship) and with the application for permanent residency, immigrants are stimulated to follow an integration programme through this route.

Target group(s)

In the UK a distinction is made between three target groups.

Acknowledged refugees

This group has the right to follow an integration programme (the Refugee Integration and Employment Strategy), but is not obligated to do so. Acknowledged refugees have the right to free publicly funded language tuition and are directed towards specially developed “Language with UK Citizenship” programmes.

Labour migrants

Labour migrants who are classified as third country nationals and EU-citizens do not have access to the integration programme mentioned above. They can however be involved in “Language with UK Citizenship” courses when this is applicable to their situation. It is expected from non-EU labour migrants - who are classified as

United Kingdom

third country nationals - to have at least language level B1 on their arrival in the UK. This has to be proven at the time of the visa application with a certificate from a recognised institution. This requirement does not apply to dependents of labour migrants. It is assumed that labour migrants themselves do not need any further language tuition. If this is not the case, they will have to carry the costs for the language tuition themselves and for their dependents. After 3 years they can be treated as “home students” and become eligible for subsidies for language tuition. The reason behind this policy is to ensure that publicly funded language tuition is reserved for people with a long-term commitment to the UK and cannot be accessed by short-term students from overseas. EU-citizens are also treated as “home students” and have the right to participate in free or subsidised language tuition, depending on their individual circumstances.

Family migrants

This category only applies to third country nationals. For this group there is no obligation or right to take part in the full integration programme. They can however – when needed – take part in specific parts of the programme. From later in 2010 wedding migrants are expected to have English level A1 upon arrival in the UK. This has to be proven with a certificate from a recognised institution. Currently wedding migrants are still allowed to settle in the UK without English level A1. As an interim measure, prior to the introduction of the pre-arrival language requirement, the wedding migrant is currently obligated to participate in language tuition and achieve English Level A1 before getting a permanent stay. After one year, provided the marriage still subsists, wedding migrants can be

treated as “home students” and have access to subsidised language tuition.

Programme(s)

In the UK, integration programmes for migrants are free of costs for refugees and family members of refugees.

The integration programme for refugees and their relatives is carried out by local government. Individual support is provided. Every refugee has their own point of contact: a case worker. This case worker takes care of supporting the refugee throughout the programme.

The integration programme consists of the following elements:

- Refugees can be directed, free of costs, to further training or education, to expand their potential on the labour market.
- Knowledge on the UK. This element is integrated with the language education, and includes the following topics:
 - parliament and the Electoral System
 - knowing the law
 - the UK as a diverse society
 - working in the UK
 - geography and History
 - knowledge on housing
 - children’s education and adult education
 - access to healthcare

The programme is not limited to a fixed amount of time, but lasts as long as is required for the refugee. The language tuition and the Knowledge on UK are integrated with each other. It is part of the mainstream education in the UK, and is offered by mainstream education centres.

Also there is the ‘Language to Work’ programme, where language tuition is

applied to the labour market. General terminology that is used in a working environment is discussed, such as for example: ICT, the use of technology and health and safety. In the Netherlands this is known as 'dual learning' (learning the language while applying it in a useful setting). The programme is predominantly aimed at refugees, but is also accessible for other immigrants. The programme is free of costs or subsidised depending on the individual circumstances of the migrant.

In the UK it is examined how dual learning can be further expanded. This is called 'Embedded Language Learning', where language education is applied to a specific occupation. The immigrant learns the terminology which is involved with a specific occupation in English. 'Embedded Language Learning' is aimed at a specific occupation, while 'Language to Work' is aimed at employment in general.

Wedding migrants receive no financial support for language tuition from the British government during their first year in the UK. The reason behind this policy is that the British government wants to ensure that the marriage is sustainable. Wedding migrants do have the right to follow language tuition at their own expense. The results from this policy are that many wedding migrants do not follow any English language tuition during their first year in the UK. After the first year, they are allowed to receive subsidies as a compensation for the costs of language tuition. Some local governments fully subsidise language tuition, but this is dependent on the region. Also, some language schools use the European Integration Fund to provide free or subsidised courses during the first year in the UK.

Effort obligation/Results obligation and consequences

While refugees are not obligated to follow an integration programme, they can take part on a voluntary basis. Mainstream exams are in place for language tuition and can be used for access to employment or further education. Not passing these exams does not imply any further consequences for the refugee. In practice, many refugees tend to actively take part in the programmes that are offered.

To obtain permanent residency, an immigrant has to pass an integration test. This test consists of an element that assesses language skills and an element that assesses the migrant's knowledge on either the English, Welsh or Scottish society. The knowledge on society assessment and the language assessment together are known as 'KOL' (Knowledge of Life and Language in the UK). The minimum language level is set at B1. In the UK this is known as 'English for Speakers of Other Languages' (ESOL), level 3. Self-study material on life in the UK is available, comprising a handbook, a study guide and sample test questions.

On the application for permanent residency, it is sufficient for immigrants to show that there has been an improvement in terms of language level. They have to prove this by taking an examination and producing a qualification certificate. Because these two policies exist simultaneously, neither is currently applied in the strictest sense of the word.

When the immigrant's level of English is above ESOL level 3, the language test for the immigrant is waived. Then, the immigrant is only obligated to take the 'Life in the UK' test to obtain permanent residency. This

element only assesses knowledge of the British society.

Finances

For refugees, the integration programme is funded entirely by the government.

Wedding migrants are partly compensated for the costs: after 1 year they are eligible to receive subsidies to cover part of the costs of language tuition and in some regions local government fully covers the expenses for this. Third- country labour migrants have to fully carry the costs for language tuition provided by mainstream education until they have been in the UK for three years, when they will also receive a subsidy.

EU citizens will receive subsidised tuition unless they are in receipt of earnings-related benefits, in which case they will receive free tuition.

Future

The new coalition administration in the UK has emphasised the importance it attaches to new migrants being able to speak and understand English. It has announced its intention of reviewing the levels of language required across the immigration system, so in the future the pre-entry, permanent residence and citizenship language requirements may change.

Labour migrants from EU-countries, especially from Central and Eastern Europe, are a growing number of migrants in the UK. There are no specific policies for this group yet developed.





‘All countries are striving towards the same objective’

Interview Maudy Keulemans, project manager Andersson Elffers Felix

The fact sheets in this international comparison are based on various sources including interviews with contact persons from the twelve countries investigated. Project manager Maudy Keulemans from Anderson Elffers Felix (AEF) spoke to them all. What struck her most? And what are the differences and similarities between the investigated countries? “Most countries see integration as a mutually-influencing process.”

What was the background to this publication?

“The Ministry of Housing, Spatial Planning and the Environment was interested in an international comparison of civic integration systems. With that in mind, we undertook a document study and interviewed contact persons from twelve countries. As well as the countries of Northwestern Europe, we also included a number of traditional immigration countries with years of experience with

immigration. This publication contains a summary of the details about the civic integration systems according to the categories target group, integration programme, best efforts obligation/result obligation in relation to obtaining a residence permit and the personal contribution by the immigrant.”

What struck you most during the interviews?

“That the terminology used when discussing the theme civic integration differs considerably. In the Netherlands and Flanders we talk about civic integration programmes. A similar term is also used in some countries, but not in others, or at least not with the same meaning. Germany, for example, clearly differentiates between a civic integration course and a civic integration programme. But when exactly does a course become a programme? And in France, the term ‘civic integration’ does not exist at all. Instead, they talk about

integration and integration policy. A civic integration system like that operated in the Netherlands simply does not exist in a number of countries.”

“The differences in the terminology used clearly relate to the vision on integration. A number of countries offer programmes aimed at learning the language and the skills necessary for participating in society. The Netherlands but also Austria, Denmark and Germany are clear examples. France, Canada and the United Kingdom have a broader definition of integration. In these countries, such subjects as diversity management, anti-discrimination and intercultural dialogue are key elements. In Canada, alongside language training, considerable attention is also focused on equal opportunities for migrants. When we asked about civic integration policy in France, they immediately referred to activities aimed at involving employees and integration on the labour market. The United Kingdom strives towards embedding integration programmes as far as possible in regular educational programmes.”

Did your research reveal other interesting facts?

“Yes; there is clearly increased interest in the influx onto the labour market. Norway for example has the Second Chance project. Migrants entitled to receive benefits are given an opportunity within this project to qualify for the labour market within two years. 45 per cent of all participants end up in paid employment or further education. In Denmark, the situation on the labour market is taken as the starting point for labour market training for immigrants. And in Sweden there are so-called ‘step-in jobs’; subsidised jobs intended specially for migrants.”

“Another thing you see is that more and more countries are imposing civic integration requirements in the country of origin. This applies not only to the Netherlands but also Germany, the United Kingdom, Flanders and Denmark, where this subject is clearly on the agenda. Germany has already established an excellent infrastructure for this purpose, with the Goethe Institute. These programmes are often mainly targeted at marriage migrants.”

What are the greatest differences between the countries investigated?

“One of the most notable differences relates to legislation and the way in which policy is designed and implemented. The Netherlands has an extensive programme of civic integration laws. In countries like Canada, Australia and New Zealand, however, integration policy is exclusively laid down in policy frameworks. Another difference is the way in which the programmes and courses are offered. In the Netherlands, for example, courses are arranged centrally. In the United Kingdom, on the other hand, there is far less regulation. From the range of programmes on offer, the immigrant can select a programme that ties in best with his or her needs. The degree of supervision also differs considerably. In Flanders, new citizens for example are allocated an individual supervisor, and in Sweden the immigrant is coupled to a mentor.”

And what are the similarities?

“All countries investigated are striving towards the same objective: ensuring that immigrants acquire the necessary skills to participate in the economic, cultural and social life of the receiving country. And ensuring that everyone has the same

rights, obligations and opportunities. In addition, most countries see integration as a mutually-influencing process. For integration to be successful, both the immigrants and the receiving countries must make clear efforts. The way in which the integration policy is subsequently structured and implemented does however differ from country to country.”

What did you most enjoy about the interviews?

“The contact persons from the various countries all know one another. There is an extensive network in the field of civic integration for example via the National Contact Points on Integration. It was fun to realise that they are all interested in the various civic integration systems and in the developments in one another’s policy programmes. One final point that stood out is that all countries were keen to participate in the study. Both by telephone and by e-mail they were all time and again willing to answer questions and clarify any points of confusion. We would like to thank all the interviewees for their contribution!”



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