

Making a success of integrating immigrants in the labour market

Manuela Samek Lodovici*
Istituto per la Ricerca Sociale

Introduction

The integration of immigrants is not a new issue, but it is becoming more pressing because of the large numbers of immigrants that have entered Europe during the past two decades. According to Eurostat data in 2009 almost 32 million foreigners lived in the EU27¹, equivalent to 6.4% of the total European population, of which approximately 63% are third country nationals, i.e. from non-EU27 countries². In addition about 8 million illegal immigrants are estimated to be living in the EU. The incidence of the foreign population is very different across European countries (as shown in table 1 and graph 1 presented in Annex 1). In Western European countries, migration inflows consist mainly of labour immigrants, asylum seekers and refugees; while in most of the Eastern European Member States, immigration is a limited and very recent phenomenon.

Labour migration is the main source of population growth in the European Union. The challenges it poses in host countries are increasing, even more so against the background of the current deep crisis and its effects on the labour market. The need for effective and well managed immigration and integration policies is getting stronger both at national and EU level.

This discussion paper summarises the main aspects of the debate on labour market integration policies, focusing on the Norwegian integration measures in the context of European and other Member States (MS) policies in order to derive some lessons and issues to be discussed at the Peer Review meeting.

* With the collaboration of Sandra Naaf- Istituto per la Ricerca Sociale

¹ According to Eurostat definition, foreigners or non nationals are "persons who are not citizens of the country in which they are usually resident; while immigrants are "those persons arriving or returning from abroad to take up residence in a country for a certain period, having previously been resident elsewhere". (Eurostat 2010a). Non-EU nationals or third-country nationals refer to persons who are usually resident in the EU-27 and who have citizenship of a country outside the EU-27.

² Eurostat (2010), Foreigners living in the EU are diverse and largely younger than the nationals of the EU Member States, Statistics in Focus n. 45. http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-10-045/EN/KS-SF-10-045-EN.PDF

A. The policy framework at the European level

1. The dimensions of exclusion and the challenges to integration policies

The integration of immigrants in the host country is a multi dimensional concept. It involves their *socio-economic integration*, i.e. the convergence between the immigrant and native population with respect to access to the labour market, earnings, education and training, housing, social benefits and social services, but also *legal – political integration*, i.e. citizenship rights, and, in the more extensive notion of assimilation, *cultural integration*: the acceptance of the host country values and beliefs.

Overall, immigrants experience *greater risks of social exclusion and poverty* than the resident population, especially in accessing employment, education, health and social services. Within the immigrant population some groups are more at risk than others and require tailored integration measures: this is especially the case for third country nationals, low skilled immigrants, migrant women. Refugees and beneficiaries of international protection also require tailored measures, owing to their particular condition. Current figures presented in Annex 1 (table 2 and 3) show that, overall, the *unemployment rates* for third country immigrants remain often much higher than those for EU nationals and natives (19,4% relative to 11.6% and 8.4% respectively, in the EU27 average, 2009) although there are great variations across Member States. Also employment rates are less favourable for third country nationals compared to natives. Furthermore, immigrants are often more *exposed to being employed in precarious work or even undeclared work, jobs of lower quality or jobs for which they are over-qualified*. *Female migrants* face particular difficulties in the labour market and are more likely than immigrant males and native women to be employed in undeclared work in households, with insecure and low wages, no access to social benefits, long working hours and bad working conditions. In addition, the language skills of immigrants and the educational path of their children (the so called second generation) remain often unsatisfactory, raising concerns regarding their future personal and professional development and their labour market outcomes.

Labour market integration is the single most important step toward socio-economic integration, even if it does not necessarily guarantee it. In some countries employment is also important for the acquisition of residence permits and civil rights. *Access to employment* requires the acquisition of country specific human capital (including the knowledge of the language of the host country), but also the recognition of the migrant qualifications and educational level, the possession of a legal status, of an accommodation, and the possibility to access education and training. The labour market integration of an immigrant also means the possibility to access *good jobs* providing adequate wages and social security benefits, including unemployment benefits or other contribution-based benefits (i.e. child-raising allowances, pension rights, etc.), especially in countries where social benefits are related to the employment status and social assistance is residual, as in certain Southern European countries (Greece and Italy, for example). In the case of self-employment and entrepreneurship, labour market integration requires also the possibility to have access to *financial services*.

2. The EU policy framework

The integration of third country nationals has come to the forefront of the European policy making process especially in the last decade.

Even if the issue of labour mobility and labour market integration is since the very beginning at the core of the Single European Market, it is only with the *Amsterdam Treaty* (1999) and the following *Tampere European Council*, that the EU's legal competence has been extended to the integration of third country migrants legally living in EU countries³.

The *principle of subsidiarity* remains however the criteria defining the role of European Institutions in this field. According to this principle European Institutions may set minimum rights, define European priorities and support the exchange of experiences and technical cooperation across Member States, while the main competence on immigration legislation and policy making remains upon the Member States. The division between the European and Member States' role in policy making is however fluid and has changed over time, even if the delicacy of the issues at stake still limits the role of European Institutions⁴.

Within this framework, European institutions are gradually moving towards a governance system which is approaching the *Open Method of Coordination* (OMC) adopted in the areas of employment, social inclusion, pensions and health⁵ with some of these principles implemented in the context of the *EU framework on integration*. The integration of immigrants has been addressed directly or indirectly on the basis of the following main types of instruments:

- Setting minimum standards: legislative instruments on the protection of immigrants' basic rights;
- Setting priorities and supporting policy cooperation and coordination: developing an EU common framework for the integration of immigrants which include common basic principles and a common agenda (setting priorities), and mainstreaming integration across employment and social policies in the framework of the Open Method of Coordination;
- Providing financial instruments to support integration policies at the European and national levels.

The main European *legal texts* relating directly or indirectly to immigrants are: *the Family Reunification Directive* (Council Directive 2003/86/EC) and the *Directive concerning the Status of*

³ Carrera S. (2008), Benchmarking Integration in the EU, Bertelsmann Foundation, Gütersloh. http://www.bertelsmann-stiftung.de/bst/de/media/xcms_bst_dms_25692_25693_2.pdf

⁴ The harmonisation of the laws and regulations of the MS are indeed explicitly excluded by the new Article 79.4 TFEU of the Treaty of Lisbon.

⁵ The OMC is based upon: i) fixing EU guidelines and goals with specific timetables and targeting EU financial instruments; ii) establishing quantitative and qualitative indicators and benchmarks as a mean to monitor achievements and comparing good practices; iii) translating common guidelines and goals into national action plans provided by MS; v) establishing a mutual learning process on the basis of periodic monitoring and peer reviews by the Council and the Commission on the performance of MS. Indeed the application of the OMC to immigration and integration policies was proposed by the European Commission in the 2001 Communication on an *Open Method of Coordination for the Community Immigration Policy* (COM (2001)387). Indeed, the application of the OMC to immigration and integration policies was proposed by the European Commission in the 2001 Communication on an *Open Method of Coordination for the Community Immigration Policy* (COM (2001)387), but never formally adopted by the Council.

Third-country Nationals or Stateless Persons that need international protection who are long-term residents (Council Directive 2003/109/EC), Directive 2004/18/EC concerning victims of trafficking. The non-discrimination directives, such as the *Racial Equality Directive* (Directive 2000/43/EC), the *Employment Equality Directive* (Directive 2000/78/EC) and the *European legal framework on anti-discrimination and gender equality* are also extremely relevant for the legal rights of immigrants, ethnic minorities and immigrant women in particular⁶, as they recognise the right to access employment, education/training and equality of treatment for third country immigrants and ethnic minorities. In more recent years other three Council Directives have addressed the admission of highly qualified immigrants: Council Directive 2004/1/14/EC on the admission of students; Council Directive 2005/71/EC for the facilitation of the admission of researchers in the EU and Council Directive 2009/50/EC on the conditions of entry and residence for the purposes of highly qualified employment.

The approach to integration adopted at the European level is one of *mutual rights and obligations* between the legally residing immigrants and the host country (civic integration concept). As clearly stated in the Communication on Immigration, Integration and Employment (COM (2003) 336): *“Integration should be understood as a two way process based on mutual rights and corresponding obligations of legally resident third country nationals and the host society which provides for full participation of the Immigrant. This implies on the one hand that it is the responsibility of the host society to ensure that the formal rights of immigrants are in place in such a way that the individual has the possibility of participating in economic, social, cultural and civic life and on the other, that immigrants respect the fundamental norms and values of the host society and participate actively in the integration process, without having to relinquish their own identity”*. According to Directives 2003/109 and 2003/86 Member States may make *integration measures mandatory for third country nationals*⁷.

As for the establishment of *common priorities*, a common framework for the integration of third country immigrants in the EU has been implemented since 2004 on the basis of two main pillars.

The first was the adoption by the Council of Europe in 2004 of a set of 11 non binding *Common Basic Principles for Immigrant Integration Policy in the EU (CBPs)*⁸ to assist Member States in formulating integration policies, serve as a basis for interaction among the EU, national, regional and local authorities and assist the Council in eventually creating EU-level mechanisms and policies to support national and local integration policy efforts. For the labour market integration, the most relevant are CBPs 3 and the 4. According to the 3rd CBP: *“employment is a key part of the integration process and participation of immigrants”*, while the 4th states that *“1) basic knowledge of the host society’s language, history and institutions is indispensable for integration; 2) enabling immigrants to acquire this basic knowledge is essential for successful integration”*. In this respect the Commission in its 2005 Communication (COM (2005)389)⁹ suggested orientation

⁶ For an extensive discussion of legislative and policy measures targeted at the integration of ethnic minority and migrant women, see Corsi M., Crepaldi C., Samek Lodovici M., Boccagni P. and Vasilescu C. (2008), *Ethnic minority and Roma women in Europe: A case for gender equality?*, DG Employment, Social affairs and Equal Opportunities, European Commission, Brussels.

<http://ec.europa.eu/social/main.jsp?catId=418&langId=en&furtherPubs=yes>

⁷ Carrera S. (2008), *Benchmarking Integration in the EU*, Bertelsmann Foundation, Gütersloh. http://www.bertelsmann-stiftung.de/bst/de/media/xcms_bst_dms_25692_25693_2.pdf

⁸ Council Document 14615/04

⁹ COM (2005)389, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52005DC0389:EN:NOT>

programmes for newcomers and pre-departure courses and information to acquire previous knowledge of the country, including knowledge of the language.

The second was the implementation of a set of mechanisms and tools aimed at *supporting technical cooperation among the MS*. The *Hague Programme 2005-2010* and three European Commission's communications¹⁰ proposed concrete measures at the EU and national levels and a supportive mechanism to facilitate the process through the exchange of experiences and good practices and the development of common indicators. In particular the 2005 Communication envisaged:

- 1) The establishment of an intergovernmental *Network of Contact Points on Integration (NCPIs)* for the exchange of information, the definition of common objectives, the setting of benchmarks and the strengthening of coordination between national and EU policies. The NCPIs are the main source of information for the Commission's *Annual Reports on Migration and Integration in Europe*¹¹ and the *Handbooks on Integration for Policy Makers and Practitioners*¹².
- 2) The *European Website on Integration*, operational since April 2009, providing a public gateway to all stakeholders for sharing information on policies and practices across all MS, besides discover funding opportunities and look for project partners¹³.
- 3) A *European Integration Forum* developed in cooperation with the European Economic and Social Committee since 2009, which provides a consultation mechanism between the civil society and the European Commission¹⁴.
- 4) The development of common *indicators to monitor and benchmark integration policies*. Since the Hague Programme (2004) the monitoring and evaluation of national integration policies have been considered key aspects of policy governance at EU level. CBP n.11 refers to the need to “develop clear goals, indicators and evaluation mechanism in order to adjust policy and evaluate progress on integration”, furthermore the INTI programme and the European Integration Fund have supported various projects aimed at the development of common indicators and synthetic Indexes. More recently the Stockholm Programme (2009) in the area of freedom, security and justice for the period 2010-2014 calls for the development of core indicators in a limited number of relevant policy areas (employment, education, social

¹⁰ Besides the 2005 Communication cited above (*Common Agenda for Integration* in September 2005 (COM (2005)389)), the *Communication on the Third Annual report on Migration and Integration* (COM(2007)512, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0359:FIN:EN:PDF>) and the *Communication on a Common Immigration Policy for Europe: Principles, Actions And Tools* (COM (2008)359) <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0359:FIN:EN:PDF>

¹¹ European Union press release of 12 September 2007, Third Annual Report on Migration and Integration: an overview of policy developments on integration of third-country nationals at EU and national level. <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/07/351&format=HTML&aged=1&language=EN&quillanguage=en>

¹² Niessen J, Schibel Y (2004). *Handbook on Integration for Policy Makers and Practitioners*, DG Justice , Freedom and Security, European Commission , Brussels; Niessen J., Schibel Y. (2007), *Handbook on Integration for Policy Makers and Practitioners*, Second Edition, DG Justice, Freedom and Security, European Commission, Brussels; Niessen J., Huddleston T. (2010), *Handbook on Integration for Policy Makers and Practitioners*, Third Edition, DG Justice , Freedom and Security, European Commission, Brussels.

¹³ <http://ec.europa.eu/ewsi/en/index.cfm>

¹⁴ <http://ec.europa.eu/ewsi/en/policy/legal.cfm>. At the local level a similar instrument is the *Integrating Cities* developed by the European Commission and Eurocities.

inclusion and active citizenship) in order to reinforce the European learning process¹⁵. Within this framework, a *Migrant Integration Policy Index* (MIPEX) was developed in 2007 by the British Council and the Migration Policy Group in cooperation with 25 organisations in 19 countries¹⁶, to regularly assess integration policies in the European Union countries. The Index is based on a total of 140 indicators grouped into the following areas of integration: labour market access, family reunion, long-term residence, political participation, access to nationality and anti-discrimination.

Besides dedicated policies, the integration of immigrants and refugees has been also mainstreamed across a wide range of EU policies and it is now a priority in the OMC for labour and social policies. It is among the priorities of the *European Employment Strategy* since its launching. Furthermore, a *High Level group on Social Integration of Ethnic Minorities and the Full participation to the Labour Market*¹⁷ was established to monitor existing barriers and support the exchange of good practices. In addition an *Ethnic Minority Business Network*¹⁸ was established in 2003 by the European Commission and the Member states to exchange information on ethnic minority and migrant businesses. In addition, the *Roadmap for Equality between Men and Women 2006-2010*¹⁹. The *Women's Charter adopted in 2010*²⁰, address the protection of women rights, which are especially relevant for migrant women, representing more than half of the current immigrants in the EU and usually confronted with multiple forms of discrimination.

Different EU Financial instruments have been funding integration related priorities. Targeted integration policies for legally resident third country nationals have been initially financed by the transnational actions of the *INTI programme* which spent 18 M€ on 64 projects between 2003 and 2006. Of these many were research projects on benchmarking integration²¹

In 2007 the *European Fund for the Integration of Third Country Nationals* was formally adopted with an allocation of 825 M€ for the 2007-2013 programming period to finance the MS's annual programmes (768 M€) and Community Actions (57 M€)²². The Integration Fund supports national integration strategies, with special focus on newly arrived third-country nationals, and the management of migration flows.²³ In order to have access to the Fund Member States have to present draft Multi-Annual programmes including at least 3 EC integration priorities.

The *European Refugee Fund* (for the period 2005-2010) is targeted to the integration of refugees and beneficiaries of subsidiary protection (asylum seekers and displaced people) through social

¹⁵ European Commission (2010), Action Plan Implementing the Stockholm Programme, COM(2010) 171.

<http://www.statewatch.org/news/2010/apr/eu-com-stockholm-programme.pdf>

¹⁶ Niessen J., Huddleston T., Citron L. (2007), Migrant Integration Policy Index. British Council and Migration Policy Group. <http://www.integrationindex.eu/multiversions/2712/FileName/MIPEX-2006-2007-final.pdf> ; the website of the MIPEX index is: <http://www.integrationindex.eu/>

¹⁷ <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/07/536>

¹⁸ http://ec.europa.eu/enterprise/policies/sme/documents/migrants-ethnic-minorities/index_en.htm

¹⁹ http://europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/c10404_en.htm and <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52006DC0092:EN:NOT>

²⁰ European Commission (Women's Charter). COM(2010)078, Brussels.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52010DC0078:EN:NOT>

²¹ Carrera S. (2008), Benchmarking Integration in the EU, Bertelsmann Foundation, Gütersloh. http://www.bertelsmann-stiftung.de/bst/de/media/xcms_bst_dms_25692_25693_2.pdf

²² Council Decision 2007/435/EC.

²³ Collett, E. (2008), What does the EU do on integration?

<http://www.migrationinformation.org/integration/files/EUIntegrationPolicyFactsheet-04-2008.pdf>

and economic integration measures.²⁴ In the first implementation period, 28% of the funding was for integration measures, including language training. Approximately 250,000 to 350,000 people have been involved in the projects financed by the Fund.²⁵

Besides targeted funds, several mainstream financial programmes address integration related priorities. This is the case for the EU Structural Funds and Community programmes and initiatives traditionally aimed at the labour market and social inclusion of disadvantaged groups, which since year 2000 have a specific priority related to the social and labour market integration of immigrants, such as the *European Social Fund and Community Initiatives - EQUAL, URBAN II, URBACT-* and the current *PROGRESS* programme.

In more recent years European Institutions recognise and focus especially on the *advantages of immigration for the competitiveness of EU countries* and the EU's Lisbon Strategy for growth and jobs and the need to *attract high skilled migrants*.²⁶

The *Stockholm Programme for 2010–2014 and the Europe 2020 Strategy*, clearly underline that labour mobility is a part and a consequence of globalization and that the human capital of existing and potential migrants could play a crucial role on the path towards economic recovery and raising the competitiveness of the European economy by filling labour shortages and contributing necessary skills. To this end, the current labour migration debates at the EU level focus increasingly on attracting and integrating in the labour market *highly skilled workers*, whose immigration is also politically less controversial than that of other workers. The European Union *Blue Card Directive*²⁷ approved in May 2009 is aimed to attract high skilled workers, by creating a single application procedure for non-EU workers to reside and work within the EU, while leaving regulations on the visa numbers and immigration conditions remain within the responsibility of the MS²⁸.

3. National integration policies: a trend towards “activation”

Notwithstanding the increasing role of European Institutions, the main competence on immigration and integration policies remains to Member States.

European countries are developing a certain degree of convergence in their approaches to integration policies, due in part to common socio-demographic pressures, and in part to the European Directives and the coordination of integration and social inclusion strategies, as well as the exchange of experiences and good practices, often supported by the European Structural Funds.

²⁴ See: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52004PC0102:EN:NOT>

²⁵ Other integration activities included advice on housing, education, understanding and accessing social benefits, and on developing partnerships between public authorities, Community organisations, and on public information campaigns on refugee issues. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52004PC0102:EN:NOT>

²⁶ European Commission, COM (2008) 359 final on common principles for immigration policy, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2008:0359:FIN:EN:PDF>

²⁷ Council Directive 2009/50/EC of 25 May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:155:0017:0029:en:PDF>

²⁸ <http://www.euractiv.com/en/socialeurope/eu-blue-card-high-skilled-immigrants/article-170986>

In recent years a clear trend towards an “activation” approach is detectable in most European countries. This approach makes access to citizenship rights conditional on the obligation to “adapt” to the new country, participate to introduction programmes and language courses and, in some countries, pass language and citizenship tests.

However, national and often regional differences remain considerable, reflecting both the specific characteristics and dimension of the residing immigrants and of past and present immigration flows, the legal framework, the structure of national welfare regimes and the national integration models which vary from the search of a common national identity (as the French assimilation model) to the recognition and acceptance of cultural diversity (as the multiculturalism model of the UK).

As anticipated in chapter 1, labour market data show that third country immigrants usually have higher unemployment and lower employment rates compared to natives (see tables 2 and 3 in Annex 1) and they are more likely to present worse employment conditions in all European countries, even if differences across different immigration groups and countries are detectable. In relation to integration policies, the above mentioned Migrant Integration Policy Index, reveals remarkable differences in the labour market and social integration policies addressing legal immigrants adopted in the 26 European countries for which information is available (not included Bulgaria) (see Annex 2). According to the Overall Integration Index, summarising all the six strands of integration policies considered²⁹, the EU25 have on average a medium score (53/100). Sweden is the European country presenting the highest level in all the six policy strands, with a score considered “favourable” to promote integration (88/100). Other eight countries present policies which, according to the index, may be considered as partially favourable to integration (i.e. above 60/100): Nordic countries (FI and NO), Western Mediterranean (PT, IT and SP) countries, the Benelux countries and the UK. The average EU25 index on policies supporting labour market access is slightly higher than the overall index (56/100) reflecting the situation of most countries (17 out of 26), while in nine countries (UK, FR, LU, IE, DE, HU, DK, PO, MT) the opposite is the case. Remarkable differences between the general and the labour market integration policy indexes are notable in some of the Southern European Countries (ES, PT, IT) and in Estonia and Slovakia.

All the countries have developed specific *legal provisions* in relation to *anti-racism* and *anti-discrimination*, in some cases as a result of adopting European directives. However, the legislative framework is still little implemented, especially in those countries which do not have a long-standing tradition in non-discrimination and immigration policies.³⁰ The recognition of a specific *legal status for ethnic minorities* is particularly important for accessing social services and benefits. In some European countries (especially some Eastern EU Member States) this recognition supports the implementation of minority-specific legislations in the maintenance and development of their peculiar cultural and linguistic heritages.

²⁹ The six strands are: Labour market access, family reunion, long-term residence, political participation, access to nationality and anti-discrimination. The Index must be considered with caution, but it is useful tool for comparative analysis and benchmarking. The indicators used for Labour market access are: eligibility, labour market integration measures, security of employment and rights associated. See: Niessen J., Huddleston T., Citron L. (2007).

³⁰ European Commission (2007), *Ethnic minorities in the labour market: an urgent call for better social inclusion*, Report of the High Level Advisory Group of Experts on the Social Integration of Ethnic Minorities and their Full Participation in the Labour Market. DG Employment, Social Affairs and Equal Opportunities. Brussels. http://ec.europa.eu/employment_social/fundamental_rights/pdf/hlg/etmin_en.pdf

In Western European countries, where disadvantaged ethnic minorities are mainly accounted for by labour immigrants and asylum-seekers, the *legislation on immigration* is relevant. Access to social benefits and services depends on obtaining a *work permit*, which is possible only if there is a regular work contract. Moreover, the renewal of temporary residence is usually tied to having a regular work contract, and /or having passed a language test or having participated to an Introduction programme (as in Denmark, Germany, the Netherlands and the UK) This can be a particular problem for low skilled immigrants and for immigrant women, who are more likely to work in non regulated sectors or in the black economy and/or have problems in fully participating to integration programmes due to no or low literacy levels and/or family care responsibilities. The recent tightening of eligibility conditions for residence and work permits and for access to welfare benefits in some European countries may therefore pose difficulties in particular to the women and the low skilled immigrants, which are usually more dependent on social benefits.

As for integration policies, all European countries adopt specific *integration and inclusion policies* targeting immigrants and descendants of migrants. Most integration policies are aimed at newly arrived immigrants and emphasise language and qualification courses, job-orientation, placement services and wage subsidies. As anticipated, in recent years there is a trend towards the use of mandatory participation to Integration programmes and language tests as a condition to obtain residency and citizenship.

Introduction programmes, including language and civic education courses, are the single most important measure specifically targeted at legal immigrants in European countries and are increasingly being required for newly arrived immigrants and labour migrants asking for a labour visa. According to a 2009 European survey³¹ 23 out of 31 countries (75%) have linguistic requirements as part of their integration regulations (in 2007 in 21 of 27 countries). Language courses are provided by 19 countries (13 in 2007) and in 8 language courses are obligatory (6 in 2007). In 15 countries a language test is required when applying for a permanent residency and citizenship. Obligatory language courses as part of the integration programmes have been implemented (for instance) in the Czech Republic, Germany, Greece, Denmark, Belgium, France the Netherlands and Norway.³² Different levels of language proficiency are requested within these countries (see Annex 3).³³

The following Box provides some examples of national provisions relating to language requirements.

In **Austria**, the 2002 "Integration Agreement" conditions residence permits to the participation to a German language course.³⁴

In the **Czech Republic** language testing has become one of the conditions for granting a residence permit since 2007, which is offered by NGOs with financial support of the Government.

In **Denmark** new rules on the access to a permanent residence permit have been recently (March 2010) introduced, which include the knowledge of the Danish language. Approximately 2,000 hours of training are

³¹ Van Avermeat, Piet, Language requirements for adult migrants. Results of a Survey. Language Policy division of the council of Europe. www.coe.int/t/dg4/linguistic/.../ConfMigr10_P-VanAvermaet_survey.ppt

³² Kluzer S., Ferrari A., Centeno C. (2009), cit.

³³ Kluzer S., Ferrari A., Centeno C. (2009), ICT for Learning the Host Country's Language by Adult Migrants in the EU Workshop Conclusions Seville, 1-2 October 2009. <http://ftp.jrc.es/EURdoc/JRC57387.pdf>

³⁴ <http://www.eurofound.europa.eu/pubdocs/2006/31/en/1/efo631en.pdf>

provided in a three-year period. The courses however take into account the different levels of ability of participants. The estimated cost of language training is 73 DKK per student hour (approx. 10 €).³⁵

In **Germany** language and civic courses have been introduced on an obligatory basis for newly arrived migrants since 2005 in the frame of the "integration programme" (*Integrationskurs*), offered by private social organisations in cooperation with the State. Durations are of 600 hours for language courses, while special integration courses (for women, migrants with higher needs of alphabetization etc.) comprise 900 hours, including a final test. The civic orientation course is of 45 hours. The participation costs vary from 110€ (for those persons without exemption from the Ministry) or are cost free for those eligible to the social support scheme or the unemployed.³⁶

In the **Netherlands** new immigrants are obliged to follow a civic integration course, including language instruction and orientation on Dutch society, concluded with a test (the "Profile Test"). These activities are funded by the central government³⁷, but courses are not free of charge and the test may be taken only up to three times.

In **Norway**, language courses are included also in the integration programme, comprising, since September 2005, 250 hours of language (up to 300 hours) and 50 hours of social studies for migrants arriving after the 1. September 2004. The training is free of charge for new arrivals and is organized by the municipalities.

In **Sweden** the Swedish language Instruction (SFI) for immigrants provides oral and written language competence, for everyday life situations, in social settings and in the working life. It will be assessed through a National standardized test. Depending on the learner's educational background and previous knowledge, the person will be placed in one of three differently paced study tracks. The courses are free of charge.³⁸

In the **UK** since 2004 applicants for citizenship are required to demonstrate knowledge of English. The courses are offered free and the applicant can retake the exam unlimited number of times.³⁹

Conditioning residence permits and citizenship on language tests, risks to penalise immigrants with poorer education background and low income.⁴⁰ Some groups, such as asylum applicants, often do not have access to vocational and language training while their asylum claim is being decided. Women are also usually less involved in these forms of training and when participating are usually more likely to drop out due to family responsibilities. Only in some countries (especially the Nordic ones) introduction programmes and language training are provided by municipalities, free of charge and with attention to the specific needs or different migrant groups, while in others immigrants have to provide themselves for the language training, which are offered by private training organisations at usually high costs. Only a few MS carry out in depth evaluations of these activities.

According to European Commission estimates⁴¹, in the EU15 MS integration programmes aimed at newly arrived immigrants (providing introductory courses and basic language tuition) cost between 1,800-2,000 Euro per participant (2003), There are high differences across countries:

³⁵ Liebig T, (2007), The Labour Market Integration of Immigrants in Denmark. OECD. And <http://eudo-citizenship.eu/citizenship-news/316-denmark-new-rules-on-access-to-permanent-residence-passed-in-parliament-on-25-may-2010>

³⁶ <http://www.berlin.de/vhs/kurse/deutsch/integration.html>

³⁷ de Witte F., Saydali A. (2008), Support Fund for the Reception and Integration of immigrants and their Educational Support. <http://www.peer-review-social-inclusion.eu/peer-reviews/2008/support-fund-for-the-reception-and-integration-of-immigrants-and-their-educational-support/netherlands-es08/download>

³⁸ <http://www.studyinstockholm.se/LinkClick.aspx?fileticket=ZGPnqZGoWWo%3D&tabid=214>

³⁹ <http://www.alte.org/documents/lami-uk.pdf>

⁴⁰ The NGO Network of Integration Focal Points, Policy briefing on introduction programmes and language courses for refugees and migrants in Europe http://www.epim.info/docs/documents/ECRE%20Policy%20Briefing_Introduction%20programmes%20&%20language%20courses.pdf

⁴¹ Estimates provided in Carrasco C. M. (2008), Support fund for the reception and integration of immigrants and their educational support. Discussion Paper. <http://www.peer-review-social-inclusion.eu/peer-reviews/2008/support-fund-for-the-reception-and-integration-of-immigrants-and-their-educational-support/discussion-paper-es08/download>

according to NGOs estimates, Italy, for instance, spends only 42 M€ a year while Denmark up to 493 M€. ⁴² Also, at local level the lack of resources makes it difficult to implement introduction programmes effectively.

Immigrants are also one of the target groups for mainstream *active labour market policies*, which are often based on personalised intensive services and wage subsidies. In many countries *employment services* have special provisions for immigrant workers and include mentoring and networking activities, besides placement services. A specific problem is the difficulty in *reaching immigrants, especially the most disadvantaged among them and immigrant women*, due to their greater isolation and segregation within some communities.

Examples of such programmes are provided in the following Box.

In **Belgium** the “*Assimilation Policy of Newcomers*” (Inburgeringstrajecten) includes employment /career guidance through the Flemish public employment service (VDAB). Recently participation in this scheme has become compulsory for women entering the country on the basis of family reunion. ⁴³ Another four year project for labour market insertion is the Belgian SIDE project (*Service d’intervention directe sur l’emploi*) for newcomers with little formal education and incomplete knowledge of the language. Newcomers joining the project are first referred to NGOs who carry out a skills audit, provide training, and help with obtaining documents such as work permits and certificates of good conduct. ⁴⁴

In **Denmark** the diversity programme “*A workplace for new Danes for the period 2006-2011*”, implemented by the Ministry of Integration in 2007, develops and disseminates enterprises’ positive experience with diversity management. ⁴⁵ Also the Danish Introduction Programme includes a number of employment-oriented schemes. ⁴⁶

In **Germany**, the “*Integration by qualification – IQ*” (EQUAL) programme offers tailored job related courses and counselling services, skills and language evaluation, targeted further training.

In **Sweden** the pilot project “*Work Place Introduction*” (September 2003 to December 2005) was introduced for improving the labour market placement of persons of foreign origin by supporting both the jobseeker and the employer in early stages of employment. Immigrants’ qualifications and wishes are assessed and matched with vacancies, and assistance in labour market insertion and training at the workplace is provided. Target groups were migrants with a lack of Swedish work experience, and especially women. ⁴⁷

The *recognition and certification of qualifications* is another particularly relevant issue for third country nationals, as in many cases their formal and informal qualification and educational level are not recognised in the receiving countries. In all EU countries the recognition procedures are generally lengthy, bureaucratic and expensive, and skills are often evaluated differently within Europe. The Convention on the Recognition of Qualifications concerning Higher Education in the

⁴² The NGO Network of Integration Focal Points, Policy briefing on introduction programmes and language courses for refugees and migrants in Europe
http://www.epim.info/docs/documents/ECRE%20Policy%20Briefing_Introduction%20programmes%20&%20language%20courses.pdf

⁴³ EGSSI network national report (2009), Belgium country report.

⁴⁴ Niessen J., Schibel Y. (2007), Handbook on Integration for Policy Makers and Practitioners, Second Edition, DG Justice, Freedom and Security, European Commission, Brussels. http://ec.europa.eu/home-affairs/doc_centre/immigration/docs/handbook_en.pdf

⁴⁵ In 2008, the diversity programme supported 15 specific projects, the first of which were launched in 2007. The projects have held about 100 workshops and dialogue meetings and visited 1,000 enterprises to inform them about diversity.

⁴⁶ It is estimated that around 60,000 people have taken part in an introduction programme since 1999 (15,000 of whom are refugees. See http://www.nyidanmark.dk/NR/rdonlyres/B3D6D658-B4D2-4879-B63B-D61B58CB2131/0/Integration_2009_UK_web.pdf

⁴⁷ Lemaître G. (2007), The Integration of Immigrants into the Labour Market: the Case of Sweden, OECD Social, Employment and Migration Working papers no. 48.

European Region, developed by the Council of Europe and UNESCO in 1997, has proposed standards for recognition, but still, in some EU countries there is no legal framework for the recognition of qualifications of third-country nationals, considering besides language proficiency, also the professional qualifications and technical training achieved in their country of origin.⁴⁸ This represents a barrier to labour market inclusion and a waste of human resources. As evidenced by some case studies (BE, NL, FI, UK)⁴⁹ the recognition of skills usually leads to an improved labour market integration and migrants are more likely to be employed in suitable jobs.

Support to self-employment is also of increasing relevance in some countries. For example, in Finland, the Ministry of Trade and Industry established a working group to reinforce immigrant entrepreneurship by supporting networking, interaction, education and training, advisory and mentoring services and information.⁵⁰ In Lithuania the employment fund subsidises wages paid to refugee workers by non-state employers. In Portugal, the Project of Promoting Entrepreneurship Immigrant for the period 2010-2013, aims to foster entrepreneurial attitudes among immigrant communities, with special focus on those living in neighbourhoods of greatest vulnerability.⁵¹

Measures to attract high skilled migration have been promoted in the last years in many European countries, in the perspective of shortages of labour market supply for highly skilled workers, and the still low level of highly qualified third-country nationals. "Green Cards" schemes have been implemented to attract highly skilled migrants for sectors with labour shortages, such as the ICT, engineering, biotechnology, health care and educational sectors⁵². In *Germany*, for instance, the "green card" was introduced (2000-2004) to attract IT professionals from third-countries, and in *France* the "scientific visa" consented fast-track work permits to scientists from non-EEA countries. In the UK (October 2008), Denmark (July 2008) and The Netherlands (Jan.2009) point based selection systems were introduced to manage and select labour immigration (OECD, 2010). However, expectations were not always met as shown by the German and Czech experience.

In relation to *welfare policies*, legal long term resident immigrants are usually eligible for social benefits on the basis of their disadvantaged socio-economic situation; in some countries there are some social benefits specifically assigned to asylum seekers. The recent trend toward the *activating* recipients of welfare benefits, who are required to participate in job search and job training programmes in order to continue to receive benefits, may penalised the most disadvantaged among immigrants and especially immigrant women with many children or lone mothers with limited access to care services and well-paid jobs.

⁴⁸ See: "Integrating Migrants into the EU Labour Market through Recognition, Skills Development and Awareness Raising" Documentation of the MEET Closing Conference 7th June 2007 Bavarian Representation, Brussels. 4th - 8th June 2007 Banner Exhibition, European Parliament, Brussels.

⁴⁹ See: http://www.ecre.org/projects/ngo_network_of_integration_focal_points.

⁵⁰ European Commission (2007), Third Annual Report on Migration and Integration, COM (2007)512. Brussels. http://ec.europa.eu/home-affairs/policies/immigration/docs/com_2007_512_en.pdf

⁵¹ http://ec.europa.eu/enterprise/policies/entrepreneurship/sme-week/events/portugal/1046_1_en.htm

⁵² Cerna L. (2010), Policies and practices of highly skilled migration in times of the economic crisis, International Migration Programme, International Migration Papers No. 99, Geneva. http://www.migration4development.org/sites/m4d.emakina-eu.net/files/International_Migration_Papers_No._99.pdf

The impact of the crisis and implications for policies

The economic crisis has had an impact both on the labour market conditions of migrants as well as on migration flows in Europe. The increase of the unemployment rate in 2008 and 2009 was higher for foreign workers (including EU27 citizens) than for nationals (5% relative to 2.8%), also due to the higher concentration of migrant workers in the sectors most hit by the recession (as the construction and manufacturing sectors⁵³). Immigration flows have also slowed down, especially in those countries particularly hit by the crisis, such as Ireland, Spain and the UK. At the same time there is a change in the gender composition of recent inflows, with a relative increase in the share of female migrants in some countries (such as Spain, Italy and Ireland), due to the increase in unemployment in male-dominated sector and a continuous demand of female labour force in more female-dominated sectors (such as care work).⁵⁴ Policy adjustments to respond to the crisis have also penalised immigrants: quotas and work permits have been reduced, restrictions have been introduced to family reunification and “voluntary” return schemes have been supported. The negative labour market effects of the crisis on immigrants may also result in excluding them from social security benefits and active labour market programmes, especially in those countries where eligibility is limited to minimum tenure in permanent contracts.

Part B. The main elements of the Norwegian integration programmes

1. Background

The labour market indicators and Integration Index show that Norway performs rather well in relation to the labour market integration of immigrants, even if differences between foreigners and natives are wide and persistent. The latest figures of Statistics Norway show that as of 1 January 2010 the population of foreign origin resident in Norway amounts to 552 thousands equivalent to 11.4% of the total population. Of these, 459 thousands are immigrants, while 93 thousands are Norwegian-born with immigrant parents. Immigration has gained impetus especially since the 1990s: between 1990 and 2008, a total of 377 thousands non-Nordic citizens immigrated to Norway and were granted residence. Of these, *24 percent came as refugees, 24 percent were labour immigrants, and 23 percent came to Norway due to family reunification.*

Almost half of all the immigrants come from Asia, Africa or Latin-America. Among them *refugees and their families* still account for a large share and come mainly from *Iraq* (4.8% of total immigration in 2008), *Somalia* (4.3%), *Pakistan* (4.2), *Bosnia and Herzegovina* (3.4%), *Iran* (3.3%) and *Vietnam* (3.3%). The relevance of family and humanitarian migrants is to be kept in mind when assessing the effectiveness of labour market integration policies, as these migrants usually present lower outcomes in the labour market relative to labour migrants.

⁵³ IOM Migration and the Economic Crisis in the European Union: Implications for Policy, Thematic Study, http://aa.ecn.cz/img_upload/6334c0c7298d6b396d213ccd19be5999/Migration_and_the_Economic_Crisis.pdf

⁵⁴ IOM Migration and the Economic Crisis in the European Union: Implications for Policy, Thematic Study, http://aa.ecn.cz/img_upload/6334c0c7298d6b396d213ccd19be5999/Migration_and_the_Economic_Crisis.pdf

The recent growth in immigration flows has been accompanied by a diversification of origin countries and motivation, with a sharp increase, since 2002, of *labour immigration* (immigrants looking for employment opportunities) largely coming from Eastern European member states. *Polish immigrants* have become since 2004 the largest immigration population in Norway (representing 8% of total immigration in 2008).

The Eurostat data for 2009 shown in Annex 4 underline that, as in all EU countries, the employment rate of foreigners is lower relative to natives, while the unemployment rate is higher. In Norway differences between immigrants and the native born are less relevant compared to the EU average for men, while are higher for women and the low skilled. As in other Western countries, the labour market position of immigrants varies significantly in relation to country of origin and length of stay: immigrants from non OECD countries are particularly disadvantaged, especially among women. National data show in addition that young immigrants of first and second generations present very high drop-out rates from education and vocational training (OECD, 2009). As in other western countries, the current downturn has deteriorated the labour market conditions, especially for recent labour migrants from the EU countries.

These data are to be considered in the context of Norway high GDP per capita, good labour market performances and the generosity of the Nordic-type welfare state based on a large public sector employment, extensive active labour market policies, generous and almost universal social support for low wage earners.

2. Key features of integration policies in Norway

Integration policy developed quite early in Norway on the basis of a civic integration approach (common to Nordic countries) with legal immigrants entitled to a whole spectrum of rights and obligations as the native population. Since the mid seventies municipalities have been in charge of the provision of housing, infrastructures for integration, support to the establishment of immigrants' associations, language and civic courses, care facilities for immigrant women, mother tongue education for the children of immigrants. Immigrants with at least 3 years residence in Norway have been granted voting rights in local elections since 1983.

The integration approach adopted in Norway is mainly based on the *mainstreaming of immigrants' needs* into general labour and social policies. Immigrants are a priority target of active labour market policies⁵⁵ providing training, work practice measures and wage subsidies for the unemployed and the so-called "vocationally disable". Immigrants from non OECD countries represented, in 2008, 36% of participants to active labour market measures aimed at the unemployed and 10% of participants to measures aimed at the "vocationally disable". Non-OECD immigrants are in particular involved in training and education measures. In 2007, non OECD immigrants represented 31% of participants in work practice programmes, and 41% of participants in language and vocational training, but they were less well-represented (25.6%) among those participating in wage subsidy schemes (Duell et al. 2009). As for income support

⁵⁵ According to OECD Labour market expenditure data, Norway is one of those OECD countries with the lowest shares of expenditure on passive measures. The Norwegian ratio between active and passive expenditures was the third-highest among OECD countries, behind the United Kingdom and Sweden (Duell N., S. Singh and P. Tergeist, Activation policies in Norway, OECD ELSA/ELSA/WD/SEM(2009)4) . [http://www.oecd.org/officialdocuments/displaydocumentpdf?cote=delsa/elsa/wd/sem\(2009\)4&doclanguage=en](http://www.oecd.org/officialdocuments/displaydocumentpdf?cote=delsa/elsa/wd/sem(2009)4&doclanguage=en)

programmes, immigrants from non OECD countries and their children accounted for 28% of social benefits recipients in 2007, with Somali women being the group most marginalized on the labour market and with the highest dependency on social benefits (OECD, 2009).

Among mainstream active labour market policies, the *Qualification programme*⁵⁶ is particularly important for immigrants. The programme (which was revised in 2007) is targeted to people dependent on social benefits with reduced working capacity and provides personalised counselling, training and employment services to improve their employability.

An *activation policy stance* has been adopted since the nineties in mainstream labour policies, whereby receipt of benefit became strictly dependant on active job search or participation in a labour market measures, in particular for unemployment benefit and social assistance recipients. This *activation approach* involved also obligations for the immigrant population in order to have access to citizenship rights (Brochmann and Hagelund, 2008).

The increase in labour immigration since the nineties also led to the introduction of *specific targeted policies to support the Immigrants' access to the labour market and anti-discrimination measures*. Especially since 2003 more *targeted language training, vocational training, and improved procedures to recognise foreign qualifications* have been also implemented, together with *specialised employment services* for jobseekers with an immigrant background and *pilot programmes targeted to those groups most distant from the labour market*. In addition there have been efforts to *promote the employment of immigrants and their children in the public sector*, which have been strengthened in 2008 with the introduction of a mild sort of affirmative action on a trial basis. According to the OECD report migrants' employment in the public sector is high relative to other OECD countries (OECD, 2009).

Language and civic education is considered an important pillar in integration policies for newly arrived immigrants. To this end *Introduction measures*, including language training, civic integration and advisory services have been promoted by the *Introductory Act* since 2005. The Act states that refugees and persons granted residence on political and humanitarian grounds as well as family reunion have a right as well as an obligation to take courses in Norwegian language and social/cultural studies. Services are provided by municipalities with the financial support and technical advice of IMDi (the *Norwegian Directorate for Integration and Diversity* which is under the Ministry of Children, Equality and Social Inclusion).

Currently immigrants that have concluded language training may take a language test; the results of the test are mainly considered as a way to reduce information asymmetries and assess the applicants' language knowledge and needs in admission to further education, vocational training and employment. However a pass degree does not give any rights in relation to employment and education and it is little known among firms. To this end, in June 2009, the Norwegian Ministry of Labour and Social Inclusion proposed to *double the intensity of compulsory language and civic training to 600 hours and to introduce a mandatory final Norwegian language test and a citizenship test*. According to the proposal those who pass the language test would be exempted from the citizenship test.

⁵⁶ A Peer Review of this Programme was held in Oslo in October 2009.

<http://www.peer-review-social-inclusion.eu/peer-reviews/2009/developing-well-targeted-tools-for-the-active-inclusion-of-vulnerable-people>

In order to facilitate and equilibrate distribution of refugees and their families across the country a specific *settlement policy for refugees* is operative, which is based on negotiations between municipalities and the IMDi. This process is important in influencing the effectiveness of integration programmes as it affects the capacity of municipalities to provide good quality services.

To coordinate all the policies addressing the integration of the immigrant population, a comprehensive *Action Plan or the Integration and Social Inclusion of the Immigrant Population* came into force in 2007, with a total budget for the 2007-2009 period amounting to 826 mio NOK (about 103 M€). The Action Plan includes measures to improve the education of young first and second-generation immigrants; the expansion of integration subsidies to local authorities for the settlement and integration of refugees and the set up of specific language courses and integration training. The action plan further includes promoting entrepreneurship and the employment of immigrants in the public sector. The plan involves the responsibility of different sector ministries, while its coordination is upon IMDi.

Besides IMDi, key actors in the design and implementation of integration policies are *municipalities*, *VOX* and *NAV*. The 430 *municipalities* are responsible for social assistance and housing and are the main providers of ALMPs, including introduction and integration measures, with the financial support of the state. *NAV* is the *Norwegian Labour and Welfare Service*: since the 2006 reform *NAV* merges the provision of public employment services and the administration of welfare schemes and pension. It operates in cooperation with the municipalities to provide integrated services at the local level. *VOX* is the *Norwegian Agency for Lifelong Learning* and is in charge for the quality of educational provisions in adult learning. *VOX* is an important stakeholder in the implementation of language and introduction programmes for immigrants, monitoring and evaluating effectiveness, providing quality standards and training for teachers, implementing curricula and national tests. The *Social partners* and *KIM* (the *Contact Committee for the Immigrant Population and the Authorities* consisting of representatives from immigrants' organisations, political parties and relevant state agencies and ministries), are also relevant stakeholders in integration policies, while *NGOs* play a minor role, in contrast to other EU countries.

To support policy effectiveness, the implementation of integration policies in Norway is based on extensive policy monitoring and evaluation, the establishment of standards for measuring results, the training for teachers and advisors and the implementation of users' feedback⁵⁷. However, as underlined in the OECD assessment (Duell et al.2009), the management of labour market policies in Norway is complicated by the fact that Norwegian municipalities are independent political units, and central authorities cannot use centrally defined performance targets to control results in areas where the local or county municipality has the decisive authority.

⁵⁷ Cfr. the host country paper.

3. Main features of the programmes under assessment

The three Norwegian programmes proposed for the Peer Review represent the main educational and labour integration programmes directly targeted to the foreign born population in Norway. They address *newly arrived immigrants, refugees and long term resident immigrants with difficulties entering the labour market.*

All of these programmes have been implemented since 2005 on the basis of the Introductory Act and place a great attention to language and training courses as one of the main tool to facilitate integration in the labour market.

The *municipalities* are the main providers of these programmes. They are obliged to provide tailor-made introduction programmes and language courses for newly arrived immigrants resident in the municipality and enjoy a large discretion in their design and implementation modalities. They also administer the qualification and second chance programmes.

According to data presented in the host country paper, overall the *state budget for integration social and language courses* in 2010 was set at almost 745 M€. Of these almost 529 M€ (71%) go to municipalities providing integration programmes, almost 212 M€ (28,5%) for the implementation of the language courses, 1.8 M€ (0,2%) for the language tests, a little more than 2 M€ (0,3%) for improving the quality of teaching.

State grants to municipalities for the provision of language and integration courses take the form of per capita grants which vary according to the country of origin of the immigrants and are rather generous relative to other European countries: for immigrants from Africa, Asia, Oceania (excluding Australia and New Zealand) Eastern Europe (excluding EU Member States), Central and South America the amount is equivalent to approximately 13,500 Euro to be paid over five years. For immigrants from all the other countries the amount is equivalent to 5,079 Euro. In addition municipalities receive from the state integration grants for the settlement of refugees equivalent to approximately 72,376 Euro per person during a period of 5 years.

The Second Chance programme involves approximately between 2.5 and 4.4 M€ per year. The amount allocated to each project depends on the number of participants, the target groups involved and case workers. In 2010 a total of approximately 3.3 M€ were distributed amongst 31 projects.

1. Language courses and social studies for newly arrived immigrants

Aims

The aims of these courses are to provide basic language skills, to give insights into the Norwegian society and to prepare for the labour market newly arrived immigrants. Language training is particularly emphasised. The 2010 goals set by the Ministry on the basis of a consultation process are that:

- 65% of those who take the test should pass the written test and 90% pass the oral exam,
- 90% should fulfil their obligation (either pass the test or participate to the 300 hours course) within 3 years,

- 50% should start a language training within 6 months and 90% within one year.

Main features, actions and target groups

All newly arrived immigrants between 16 and 55 years old who have been granted a temporary residence or work permit that constitutes ground for a settlement permit *coming from outside the EEA and who do not master Norwegian* are entitled and obliged to attend a free of charge 250 hours of Norwegian language and 50 hours of civic education to get a permanent settlement permit⁵⁸. Beyond this compulsory part, for those who need further language training the municipalities are obliged to provide up to additional 2700 hours depending on individual needs. The 300 hours of training must be completed within 3 years. The additional training hours which may be eventually needed must be completed within 5 years.

If immigrants can prove an adequate knowledge of Norwegian, they are exempted from the obligation to participate. Passing a language test is a way to prove this. Eligible immigrants that do not participate in the programme have to continue renew their temporary permits and, since 2008, participation is also a pre-requisite to apply for citizenship.

Municipalities are obliged to provide these courses free of charge for non EEA immigrants within *three months* after an application has been submitted or an entitlement to training has been declared. Since 2005 three different track courses are defined according to the level of education of participants and mother tongue: Track 1 for immigrants with little or no previous education; Track 2 for immigrants with only some education and /or mother tongue very different from Norwegian; Track 3 for immigrants with a good level of education. Average classes were of 11 participants. Participants are stimulated to take a language test at the end of training, which is however optional.

According to the VOX Mirror report (Bekkevold and Guthu, 2010), in 2008-2009 26.292 immigrants participated to these courses, approximately 6% of the adult immigrant population in 2008. Of these 61% were women. 59% were involved in Track 2 courses, while women were overrepresented (66%) in track 1 courses for immigrants with very little or no previous education. The evolution since 2002 shows a decline in participation until 2007-2008 and a recovery in 2008-09. Of the 95.203 immigrants that participated to the courses in the four years since 2005, 42% (40.088) were entitled and/or obliged to undergo the training. Of these 61% were women and 83% were below 40 years old.

A particular challenge is posed by *recent immigrants from EU Eastern European countries* which do not master Norwegian, but are not entitled to language training. They can take part in some limited language training within NAV labour market programmes, but for more intensive training they have to pay for it.

Outcomes and evaluations

The majority of participants needed more language training, according to a 2007 Survey on municipalities providing the programme (Ramboll Management, 2007). Indeed the level of

⁵⁸ Immigrants aged 55-67 are entitled, but not obliged to attend this training, while labour migrants and their families are neither entitled nor obliged.

proficiency in Norwegian demanded on the labour market seems to be rather high even for low skilled workers relative to other countries.

No evaluation has been carried out on the effectiveness of having participated to language courses for employment. However, according to past studies based on the Survey of Living conditions (Hayflon, 2001, cited in OECD 2009), while there is a positive correlation between participation to language training and self-reported proficiency in Norwegian, there is no link between self reported Norwegian proficiency and immigrant earnings.

Results are only monitored in relation to the final Norwegian Test 2 and 3 offered to immigrants who have completed language instruction, which are not mandatory. According to 2009 test results, almost all candidates pass the oral language test (92% pass the Test 2 and 80% test 3), while results are much lower for the written test: 62% pass Test 2 and 55% Test 3. Women appear to perform less well than men as do candidates who have not completed education (only 30% passed the Norwegian 2 test in 2008).

A problem which emerged in past surveys and evaluations⁵⁹ was the high variation in the quality of courses provided by different municipalities and the little attention to immigrants' needs. According to a Survey on living conditions conducted in 2005-2006, 18% of immigrants who did not participate to the language courses, said they had not been offered the course, while between 6 and 7% did not participate because the quality of the course was not adequate. For 8% of women the problem was the lack of childcare. This suggests that at least in the past the scope and quality of training was not adequate and/or did not meet the needs of the immigrants.

To address this problem, improve the quality of language training and create closer links with the labour market, quality standards have been developed by VOX on the basis of extensive research on effective language training for adults with different learning capacities. Specific *Language Portfolios* have been developed for second language speakers and for learners with little prior schooling. Furthermore *Portfolios for the workplace* (as the *Portfolio for the care assistants*) have been developed by VOX⁶⁰ based on real world working places and directly related to the labour market integration of immigrants.

Training for teachers and specific management and control systems have also been implemented, which are however not very stringent for Norwegian municipalities, given their high autonomy in the provision of these programmes. For this reasons, incentives have also been designed for municipalities: an additional per capita grant of 633 Euro is provided for each immigrant that has passed a written or oral language test and 2,532 Euro if the candidate passes both the written and oral test in Norwegian test 1 and 2. According to the OECD report (OECD, 2009), these incentives are however too low compared to the lump sum paid to municipalities providing language courses, which is independent of training content and quality.

⁵⁹ Ramboll Managemnt AS Report 2008, cited in the VOX assessment and OECD,2009.

⁶⁰ IMDi and VOX host country paper pg.9.

2. The Introduction programme for refugees

Aims

The aim of the Introduction programme is to improve the labour market integration of refugees by providing personalised integration measures including language and vocational training, work practice and counselling/empowering services. The 2010-2013 performance targets set by the Ministry are rather challenging:

- 65% of participants completing the programme in employment or education *one year after* leaving the programme;
- 55% of participant completing the programme in employment or education *immediately* after leaving the programme and no nationality groups should get less than 10% below average;
- Every year the proportion of women entering employment or education immediately after leaving the programme shall increase by 5% every year.

In addition:

- At least 60% of municipalities should implement measures aimed at user participation;
- At least 60% of the municipalities shall have their own performance goals.

Main features, actions and target groups

An activation approach is at the basis of the Introduction programme for refugees. Since 2005 all newly arrived immigrants with a permit based on asylum and their family members from non EEA countries aged between 18⁶¹ and 55 and who lack basic qualification *have to participate full time* to an Introduction Programme. The programme may last up to 2 years and in some cases up to 3 years. Participants are entitled to an *Introduction benefit* equivalent to twice the Basic national insurance benefit. Participants under 25 years of age receive 2/3 of the benefit. The benefit is reduced in case of absence not due to illness or other welfare reasons and in case the participant receives other welfare benefits (excluding benefits for families with small children) or is involved in paid work as part of the programme.

Municipalities have to provide the Programme for the refugees settled in their territory with the financial and technical support of NAV, IMDi and VOX. In addition to the per capita grants for language and social courses municipalities receive a grant of approximately 72,376 Euro per person over a 5 years period.

Participants were 8.700 in 2008 and 8019 in December 2009 (equivalent approximately to 2% of the adult immigrant population). Most were aged 26-35 and 33% had less than lower secondary education, women were approximately 50. Forecast for the next three years expect a substantial increase to approximately 24,200 in 2013, which will ask for a great investments by municipalities and greater monitoring and assistance by IMDi and NAV.

⁶¹ Unaccompanied minor refugees and children of refugees are eligible to enter the programme when they reach the age of 18, even if they have been living the country for a long period.

Outcomes and evaluations

There is no long-term evaluation of the effects of this programme on labour market integration, but data on outcomes for participants reported by IMDi in the host paper and the OCED 2009 report show that:

- *Outcomes* for participants immediately after leaving the programme are rather significant, considering the difficulties of supporting the labour market integration of refugees, even if there are no evaluations assessing the role of the programme in enhancing employment probabilities. Data from the National Register show that: in 2008 53% of participants leaving the programme went directly either into work (34%) or education (19.6%). Results for those (2119) leaving the programme in 2009 were lower due probably to the economic crisis: 44% either went straight to work (25%) or education (19%).
- Data relative to outcomes one year after leaving the programme are even higher: according to Statistics Norway 63% of participants to the 2007 Introductory programme were either employed or in further education a year later.
- Positive results are higher for men than women (in 2008 only 47% women had positive results relative to 61% for men; in 2009 38% and 49% respectively) and for young people (70% had positive results). The lower results for women are related to the difficulties encountered in a continuing participation, due to family responsibilities and lack of child care facilities. In some ethnic groups (as the Somali) the very low educational attainment of women is also a barrier to participation. Indeed women quit the programme more often than men (32% of female participants have quitted relative to 19% of men in 2008).
- Participants' results are different also according to country background: in 2008 positive results (in relation to employment or education) went from 41% for Russians and 45% for Somalis, to 62% for refugees from Eritrea. Particularly low results were gained by Somali women (29%). However participants' outcomes are usually higher than the 2008 employment rates registered by the overall population of the same background⁶². Differences according to country of origin are also reported in research and data relating to transitions from vocational rehabilitation to work (Dell et al.2009) which differ significantly by country of origin, length of residence and gender. About 39% of all participants (native-born Norwegians and immigrants) in vocational rehabilitation between 1995 and 2002 made a transition to work within six months. This rate was at least as high among immigrants from Eastern Europe and Latin America as among natives, but lower for immigrants from Africa and Asia. One of the reasons may be that many participants from these countries need *primary or lower secondary education* (33% in 2009, according to NIR data), but few seem to get this type of education in Introduction programmes, and only 4% of 2007 and 2009 participants entered such education after leaving the programme.

⁶² Data for Somalia show an employment rate in the 4 quarter of 2008 equivalent to 35.7% (25% for women)

- *Results vary greatly across municipalities*, due to different quality of the programmes provided and different characteristics of the immigrant population settled in the area. In 2009 only 23% of the municipalities involved meet the performance requirements and only around 40% in 2009 had adopted performance targets for the Introduction schemes. Also the assessment of the prior learning and prior education conditions and its conversion in formal competencies seem to vary greatly across municipalities, affecting programme provisions. Small municipalities appear to have problems in organising integration programmes especially aimed at the highly educated (OECD, 2009).
- The OECD study underlines the risk of *lock in effects* related to the length of the programme which requires full time participation and the generous introduction benefits for participants. According to a 2007 study⁶³ on the short term outcomes of the 2004-2006 cohort of participants, migrants who dropped at some stage of the programme for employment reasons had a higher probability to be in employment also after the end of the programme, showing to be ready for employment before the two years lengths of the programme. Furthermore, FAFO short-term evaluation studies conducted in 2003 and 2007⁶⁴ on the first cohort of participants show a positive correlation between work practice measures and labour market outcomes (the probability of having a job increases if the programme offers at least 80 hours of work practice), but *no effects of the intensity of programme participation* (in relation to hours) on proficiency in Norwegian and on the probability to be employed. These studies also show that close follow up and budget autonomy for the participants are likely to improve labour market outcomes.

3. The Second Chance programme

Aims

This programme is a pilot full time qualification programme to test the validity of the Introduction programme measures for more difficult target groups: *persons with an immigrant background living in Norway for a long time, but without employment and dependent on social benefits, and young immigrants between 18 and 25 years and stay at home women not receiving assistance benefits.*

Main features, actions and target groups

The programme combines language training with work experience, and some elements of mentorship according to the specific individual needs of the participants; also physical and health promotion activities are included. The maximum length of the programme is two years, according to the needs of the target group. Participants are closely followed by case workers, which cannot follow more than 15 participants and must assure continuity. Indeed, the close individual interactions between case workers and participants and the follow up of participants is the main feature of this pilot programme, together with personalised intervention. Participants receive a benefit independent of their situation, tax free and set at the level of the Introduction benefit for immigrants participating to the Introduction programme.

⁶³ Kavli; Hagelund and Brathe (2007) reported in OECD Study.

⁶⁴ Djuve(2003) and Kavli; Hagelund and Brathe (2007).

Funds are administered by the IMDi, which select the projects proposed by the municipalities. Each project receives a financial support which depends on the number of participants, the number of employees and the project's target group. In 2009 a total of 39 Second Chance projects were financed in 26 municipalities, involving 626 participants. Among participants 71% were women and the three largest groups were immigrants with Somali background (40% of participants), from Iraq (17%) and from Pakistan (10%). The average length of participation was 9 months in 2009, going from 7 months for men to 10 for women. 50 of the 626 participants dropped out of the programme before its conclusion, while 125 were transferred to the NAV qualification programme. Among the selected projects: 8 were addressed at 69 stay at home women; 4 projects were addressed to 68 young people and the other 27 were addressed to 489 long-term unemployed immigrants receiving social security benefits.

Outcomes and evaluations

- According to monitoring data, 66 out of the 157 participants who completed the qualification programme in 2009 either entered into employment (37%) or education (5%), most of the others proceeded to NAV as job seekers and entered other types of labour market programmes.
- Overall results were slightly higher for men than for women (46% relative to 40%). Positive results were also slightly higher for the long term unemployed on subsidies (43%), and lower for the youth target (35%), while among the stay at home women no one completed the programme within one year (due also to the complexity and the time consuming activities involved in recruiting this target group). These appear to be good results considering the target group and the difficulty to reach it.
- The projects also showed the importance to adapt counselling methods to the specific groups involved and induced IMDi in 2010 to finance research in method development and testing in counselling methodology, recruitment work and the involvement of recruitment agencies.
- Some of greater challenges of the programme were the recruitment of **stay at home women**, who were not registered as benefits recipients. New recruitment channels had to be considered, such as health clinics, voluntary organisations, adult education institutions, former participants, etc. Furthermore in many cases it was necessary to involve the entire family to explain the importance of the programme and ensure the women's participation, and the provision of child care services and/or part time qualification programmes had also to be considered. On the other side, the projects showed a high demand for these services by stay at home women and many appeared to be willing to participate even without the participation allowance.
- As for the **youth projects**, the main issue was the high drop-out rates and the need for role models. Start-up courses have proven successful for young people, as were projects involving everyday lives with participation zones and meditative exercises.

4. Overall assessment of transferability and learning value for other countries

The main distinctive features of Norwegian integration programmes are:

- The strong focus on the *civic integration of newly arrived immigrants* tying together duties and rights and mutual obligations, which is typical of the Scandinavian welfare model. The targeted groups have the right to be informed on their rights, to income support and qualification programmes and the duty to attend full time integration programmes. The state and municipalities are required to provide free good quality integration programmes.
- *The interplay between mainstream labour market, social and education policies indirectly targeting immigrants and the tight targeting of programmes addressed the specific groups of immigrants: refugees, newly arrived immigrants or long resident immigrants with difficulties entering the labour market.*
- *The attention given at the national level to the development of new tools and systems for adult immigrants' education* and to the introduction of performance based monitoring and management systems.
- *The role of municipalities* in the provision of integration programmes targeted at immigrants.

Overall the programmes under assessment present strengths and shortcomings which are to be considered when assessing their potential transferability.

- *Targeting:* the attention to the different needs of newly arrived immigrants, of refugees and long term residents with difficulties in the labour market is a strength of these programmes. However the exclusion from integration programmes and free language and civic courses of Eastern European and labour immigrants (such as the Polish which currently represent the largest group of foreign origin in Norway) is questionable.
- *The mandatory nature of the Integration programme and language courses* may be justified by their likely effects on the social integration of low skilled immigrants and their children and by the expected low awareness of the benefits associated to possessing basic qualifications among low skilled immigrants. The importance of these programmes is particularly relevant in Norway where low skilled jobs are less diffused than in other countries and a high language proficiency and qualification is required in most jobs. Furthermore mandatory requirements are usually associated with a free provision of courses and eligibility to participation benefit, especially when a full time participation is required. All these conditions may be difficult to implement in other countries.
- *Length of the programmes and integration benefit:* many evaluations have underlined the risks of *lock in effects, due to the length and the very generous integration benefit* provided to refugees participating to the Integration programmes, which discourages early labour market entry. Some immigrants probably do not need such long programmes to enter the labour market. Indeed evaluations of the short-term effects of the introduction programme show that those immigrants that dropped out to get employed had also higher probabilities to be in

employment after the end of the programme⁶⁵. A greater flexibility in programme design consenting faster tracks and introducing incentives to take up employment early should be envisaged, at least for the more skilled.

- *The quality of the services provided* is very differentiated across municipalities. There are little incentives for municipalities in upgrading their services. Often the offered programmes are not flexible enough to consider the different needs of an extremely heterogeneous immigrant population. Difficulties arise especially in providing programmes for the highly educated. According to the cited OECD report there is little attention to mentoring and support to the creation of social network which are very important for increasing the employment probability of newly arrived immigrants.
- *The cost of the programmes* is rather high relative to the average costs in other countries and this may limit transferability, as most countries do not have the resources to provide these kind of services and programmes to a large number of immigrants.
- *The governance system* is very institutionalised and regulated with clear division of roles between public local providers (municipalities), with large autonomy in implementation, and national agencies (VOX and IMDi and NAV) providing guidelines, technical assistance and monitoring. However the strong political autonomy of municipalities makes the coordination role of central institutions particularly difficult. The role of private providers and NGOs is limited compared to other European countries. This may be an issue for transferability as local authorities may not be prepared to provide these kinds of programmes. The particular settlement policy adopted by the Norway is another issue and it is necessary to understand better its links with the Programmes managed by municipalities.
- *Monitoring and evaluation:* Norway has a strong background in policy monitoring and evaluation. However little evaluation results are available for the Integration and the Second Chance programmes, due probably to their recent introduction. There is no information on the long-term effects of introduction programmes and on the specific contribution of language courses to the improvement of the labour market conditions of participants with different characteristics. Also the evaluation of the municipalities' performance in the labour market integration of immigrants, for example by establishing benchmarking mechanisms, could support institutional learning, improving the quality of services.

Part C. Discussion and key issues for Peer Review debate

Some lessons and open questions may be derived from the European and Norwegian situation and debate:

- The first question is the *link between immigration and integration policies* which may distort the focus and role of integration policies and result in the exclusion of the most vulnerable among the foreign born population. Using participation in integration measures as a test to assess whether an individual deserves a secure immigrant status makes these measures ambiguous and difficult to implement, as they become an instrument for restrictive immigration practices. Indeed the empirical evidences shows that usually citizenship take up

⁶⁵ Kavli, Hagelund and Brathe (2007), cited in OECD(2009).

tends to be higher among immigrants from low income countries and especially among higher educated immigrants and women (due to family formation and reunions) (OECD, 2010).

- From a policy perspective, the comparative analysis shows the importance of adopting both a *mainstreaming approach in all policies influencing the socio-economic inclusion of immigrants and specific targeted policies* addressing the differentiated needs of disadvantaged immigrants facing multiple discrimination. Not only is the scope of the policies relevant, but also is their implementation, which interacts with the structural social conditions of most ethnic minorities, with the prevailing attitudes in the majority societies, and even with their own traditionally prevailing lifestyles.
- Adopting holistic and mainstreaming approaches also has implications for the *governance of the integration policies*: it implies building on and strengthening the *interaction of labour market policies with social inclusion policies both at the EU and national levels*. This implies the interaction of European, national and local institutions involved in the design and implementation of integration policies, social and employment policies, citizenship policies in order to really foster the *mainstreaming approach*. It also implies the need to ensure the involvement of relevant actors of the civil society: the role of local authorities and NGOs, together with the immigrant and ethnic minorities associations, appears to be particularly important in this respect, due to their closer links with disadvantaged communities at the local level. The *coordination and implementation challenges* deriving from the multi-level intervention framework have to be specifically addressed in order to improve the effectiveness and efficiency of policies.
- Various other issues with relevant policy implications emerge from the comparative analysis and the evaluation literature, namely: the effectiveness of mentoring schemes, of close follow up, of wage subsidies for the labour market integration of especially disadvantaged immigrants; the relevance of educational systems supporting the integration of 2nd and 3rd generation immigrants; the importance of complementing workfare approaches with targeted support policies especially when addressing immigrants; the difficulty of reaching the most disadvantaged among immigrants and ethnic minorities.

The Norwegian programmes under scrutiny directly address some of these issues. They deal mainly with compulsory integration programmes providing language training, counselling and work practices schemes targeted to newly arrived immigrants, refugees and the most distant from the labour market. While the integrated and personalised programmes targeted to the needs of specific groups of migrants (such as the Second Chance programme and the Introduction programme) appear to be effective in improving their labour market conditions, the debate is on the recent proposal by the Labour Ministry to integrate the intensity of language training and introduce a mandatory Norwegian language and civic test as a basis for the acquisition of citizenship rights. An approach increasingly diffused in European countries.

The main issues for discussion are thus the following:

Are mandatory language courses and tests a good tool for labour market integration?

- Language proficiency is an important tool for economic and social integration, even if it's positive integration effects on low skilled immigrants and their children (which may increase their probabilities to attain further education) may only appear in the long run. However when

residency and citizenships rights are attached to certain standards of language knowledge and acculturation, they may become a barrier to integration, which affects especially those immigrants with more difficulties in learning a new language and adapting to a new culture, such as the low educated or those coming from very different cultural background or women, which often cannot participate continuously to full time language and integration courses due to care responsibilities.

- It is also questionable that language tests are necessary for labour market integration and for the provision of tailored services. Compulsory testing may reduce information asymmetries, providing valuable information for employers and education, training and employment institutions. However recent surveys on the Dutch case have shown that both employers and service providers do not usually consider tests' results, but base their decisions only on their assessment of the candidate worker/client⁶⁶.
- Furthermore, the link between language proficiency and labour market outcomes (employment and earnings) is questioned by some of the evaluation carried out in Norway and other countries. Language proficiency does not necessarily drive to integration and, in turn, integration does not necessarily imply full linguistic competence. "Truncated multilingualism" may be a form of functional communication for integration, especially in the short term⁶⁷. Language skills may then be improved with stay in the host country. Language proficiency needs to be completed with other integration strategies to support labour market integration, including vocational training, placement services and wage subsidies. Evaluation results on programmes aimed at social assistance recipients indicate that those combining qualification and work-training measures, or qualification and wage subsidies, have strong positive effects both on income and employment.

How could integration programmes, language courses and tests be designed in order to support the labour market integration of immigrants?

- The extreme heterogeneity of the migrant population, presenting different prior levels of competencies, skills and educational and cultural backgrounds is a challenge for the design of adult integration programmes, providing language and qualification courses. Low literacy groups need to become fully literate to learn a second language. This requires the use of different teaching and communication modes. On the other hand highly qualified migrants require higher proficiency in the host country's language to be employed in jobs for which they are qualified. Furthermore migrants may have different phonetic and morphologic understandings of language. Language and qualification courses thus need to address the learners' specific needs and this is a challenge for the focus of the courses, especially when resources and competences are scarce. Flexibility in training provision is also necessary to address the different family and work commitments of men and women immigrants, their different arrival times and their high mobility.

⁶⁶ P. Van Avermaet, *Language requirements for adult migrants- Observations and challenges-* presentation at the Linguistic integration of adult migrants Conference, Council of Europe, 24-25 June 2010.

⁶⁷ Kluzer S. et al (2009), *ICT for Learning the host country's language by adult migrants*, Workshop conclusions, Seville 1-2 October 2009 JRC Technical note.

- A greater attention to the recognition of vocational qualifications and methods to recognise skills acquired formally and informally for the assessment of the real competences is another particularly relevant issue for immigrants' integration in the labour market.
- Furthermore, a close link with work related aspects is important to support employability, and language training should be closely integrated with vocational training and employment services.
- Counsellors and teachers preparation and motivation for language and integration courses targeted at adult migrants is also very important for good quality courses. In many countries, however, the high skills requirements clash against their poor working conditions, characterised by low pay, unsocial working hours, temporary employment contracts, lack of recognition and reward.
- The way test requirements are designed is also relevant for facilitating or hampering the acquisition of citizenship rights: there are great differences between the Dutch system (where the test is costly and demanding for immigrants and it is possible to try it only three times) and the German, UK and Danish cases where courses are free, test materials (including answers) may be easily downloaded from the internet and it is possible to try the test as many times as needed.
- These issues are even more important when the participation to language and civic courses and the passing of language tests are required as a condition to obtain residency and citizenship rights.

Is naturalisation a tool for labour market integration or only a certification of successful integration?

- As language and civic education tests are increasingly required for citizenship and may become a barrier to its acquisition especially for low educated immigrants, a related more general issue is whether citizenship could be an instrument for enhancing labour market integration or only a way to certify a successful integration.
- According to recent evaluations (summarised in OECD, 2010), the acquisition of citizenship further improves the labour market integration of immigrants (higher employment opportunities and wages, better employment quality), even controlling for differences in education, age and country of origin. The improvement in employment rates are higher for migrant groups with low employment rates. This may be due to a positive signalling effect for employers, which reduces statistical discrimination, and/or to a decrease in the administrative costs associated with employing foreigners and eligibility to public or regulated professions and educational support. Even longitudinal studies, carried out to overcome the difficulty of separating the effects of citizenship from the effects of unobservable variables (such as motivation) which may affect both the acquisition of citizenships and employment outcomes, show a positive effect of naturalisation on the labour market integration, especially for the most disadvantaged immigrants.

- The policy implication is that barriers to the acquisition of citizenship should be lowered and eligible candidates should be encouraged to take up the nationality of the host country, as this would improve their labour market integration and, indirectly, could be beneficial for the public budget. Rapid access to citizenship could also be an effective way to attract and retain highly skilled immigrants.

How the governance system may support the labour market integration of immigrants?

The Norwegian approach is based on a strong autonomy of municipalities in providing integration programmes. This supports the differentiation of services according to the specific needs of the local immigrant population. However it also results in a high heterogeneity in the quality of the services provided and, especially in small rural municipalities, in the difficulties to differentiate programmes for different targets of immigrants.

In Norway this problem has been addressed by providing national targets and guidelines and a strong support to municipalities by national technical agencies specialised in adult education and lifelong training (VOX), the coordination of immigration and integration policies (IMDi) and income support and employment services (NAV).

However, as already underlined, the political independence of Norwegian municipalities makes the adoption of common standards and benchmarks difficult. What kind of performance management mechanisms could then incentive a greater coordination between national and local institutions and a greater quality in services?

How integration policies can be further developed in the light of the current fiscal consolidation?

- The general shortage of resources, especially tightening in the current crisis period, is another issue to be considered when discussing integration policies.
- Good quality integration programmes require large investments, especially when they ask for full time participation. Even if the Introduction programmes are shorter and less generous than in the Norwegian case (for example not providing an Integration benefit to participants), still the costs per participant are expected to be high, around 1800-2000 Euro, according to EU estimates.
- Especially for country with large immigration flows the shortage of resources remains a challenge and the European Funds do not have enough funds to support these policies fully.

How to evaluate outcomes and impacts of integration policies?

- The shortage of resources asks for a closer assessment of the effectiveness and efficiency of integration programmes in relation to other types of labour market policies (such as employment services and work subsidies) which are more directly aimed at the employment of immigrants.

- Currently there is little evaluation of the net impacts of integration programs on the labour market performance and socio-economic integration of immigrants.
- Evaluations of the outcomes and impacts of integration programs are however particularly difficult to be carried out due mainly to:
 - i) the difficulty to define an appropriate outcome variable (what do we mean for and how do we measure integration?) and time frame for programme effectiveness (as outcomes may occur at different times) given the different and often contrasting aims attached to integration programmes;
 - ii) the difficulty to measure all the relevant costs associated to a policy, in order to be able to assess its efficiency in relation to other possible policies addressing the same issue;
 - iii) the high sensitivity of immigrants to the overall immigration, welfare and labour market policy regime adopted in the host countries, which makes it difficult to disentangle the socio-economic observable and non observable characteristics of the immigrant population (including also immigrant-specific variables, such as duration of stay in the host country, immigration status, knowledge of the language, ability and motivation, etc.) from the role of the institutional setting and specific integration policies adopted in different countries, which may affect the size and characteristics of immigration flows;
 - iv) the lack of adequate data on immigrants and their descendents. The availability of longitudinal data for different countries is particularly relevant for impact evaluations, to make it possible to carry out comparisons across time and space, controlling also for (unobservable) individual and country effects.

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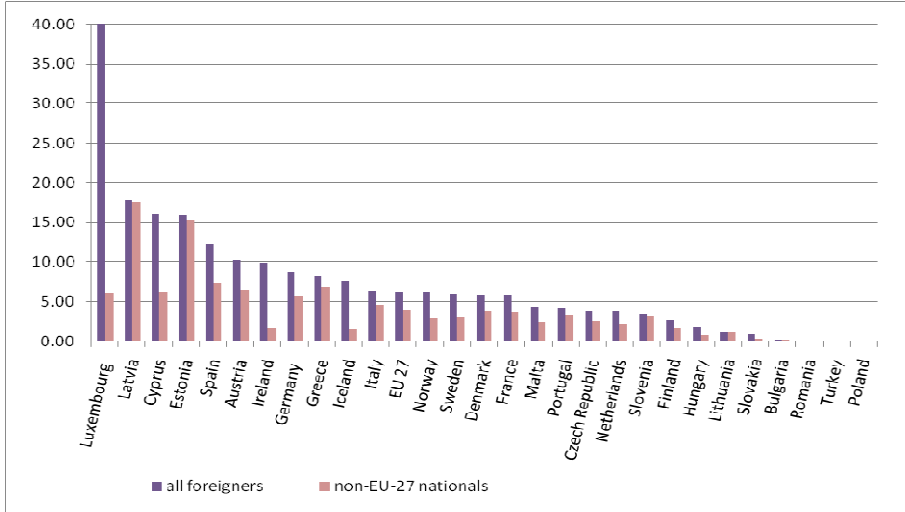
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ANNEX 1 – FOREIGN POPULATION AND LABOUR MARKET CONDITIONS IN EUROPEAN COUNTRIES

Graph 1: Foreign population in the EU27 countries (% of total population), 2009



Source: Eurostat data on Population. No data available for BE, UK, HR, FYRM, LI

Table 1- Foreign population in the EU27 countries (% of total population), 2009

	Foreigners (%)	EU 27 nationals %	non- EU-27 nationals (%)
Poland	0.1	0.03	0.1
Turkey	0.1	0.1	0.1
Romania	0.1	0.03	0.1
Bulgaria	0.3	0.05	0.3
Slovakia	1.0	0.6	0.4
Lithuania	1.2	0.1	1.2
Hungary	1.9	1.1	0.8
Finland	2.7	1.0	1.7
Slovenia	3.5	0.2	3.3
Netherlands	3.9	1.8	2.1
Czech Republic	3.9	1.4	2.5
Portugal	4.2	0.8	3.4
Malta	4.4	2.0	2.4
France	5.8	2.0	3.8
Denmark	5.8	2.0	3.8
Sweden	5.9	2.8	3.2
Norway	6.3	:	2.9
EU 27	6.4	2.4	4.0
Italy	6.5	1.9	4.6
Iceland	7.6	6.1	1.6
Greece	8.3	1.4	6.8
Germany	8.8	3.1	5.7
Ireland	9.9	8.2	1.7
Austria	10.3	3.8	6.6
Spain	12.3	5.0	7.4
Estonia	16.0	0.7	15.3
Cyprus	16.1	9.8	6.3
Latvia	17.9	0.4	17.5
Luxembourg	43.5	37.6	6.0

Source: Eurostat data on Population.

Explanatory note: no data available for: BE, UK, HR, FYRM, LI

Table 2 - Unemployment rate by nationality (%), 2009

	Total	Nationals	Foreigners – Total	Citizens of countries outside the EU-27	Non nationals but citizens of other EU-27 countries
Norway	3.2	2.9	7.1	10.1	:
Netherlands	3.4	3.2	7.0	9.3	4.6
Austria	4.9	4.2	10.4	12.8	6.8
Luxembourg	5.2	3.0	7.3	17.2	6.4
Cyprus	5.4	4.9	8.0	7.3	8.6
Slovenia	6.0	5.9	14.8	15.7	:
Denmark	6.1	5.8	11.2	13.8	6.9
Czech Republic	6.8	6.8	5.8	6.8	5.0
Bulgaria	6.9	6.9	:	:	:
Malta	7.0	6.8	:	:	:
Romania	7.2	7.2	:	:	:
Iceland	7.4	7.1	13.6	:	:
United Kingdom	7.7	7.6	8.9	11.2	6.2
Germany	7.8	7.1	14.8	18.3	9.5
Italy	7.9	7.6	11.2	11.3	11.0
Belgium	8.0	7.1	16.2	29.4	11.1
Poland	8.3	8.3	:	:	:
Finland	8.4	8.1	18.0	20.6	14.4
Sweden	8.5	8.0	16.8	26.3	8.6
EU27	9.0	8.4	16.4	19.4	11.6
France	9.1	8.6	17.8	23.7	9.0
Greece	9.6	9.5	10.5	10.3	11.6
Portugal	10.0	9.7	16.4	17.3	:
Hungary	10.1	10.1	11.2	:	11.4
Ireland	12.0	11.3	15.8	14.6	16.1
Slovakia	12.1	12.1	:	:	:
Lithuania	13.9	13.9	:	:	:
Estonia	14.1	12.1	22.6	22.6	:
Latvia	17.5	16.4	23.5	23.6	:
Spain	18.1	16.1	28.5	30.2	24.4

Source: Eurostat Labour Force Survey

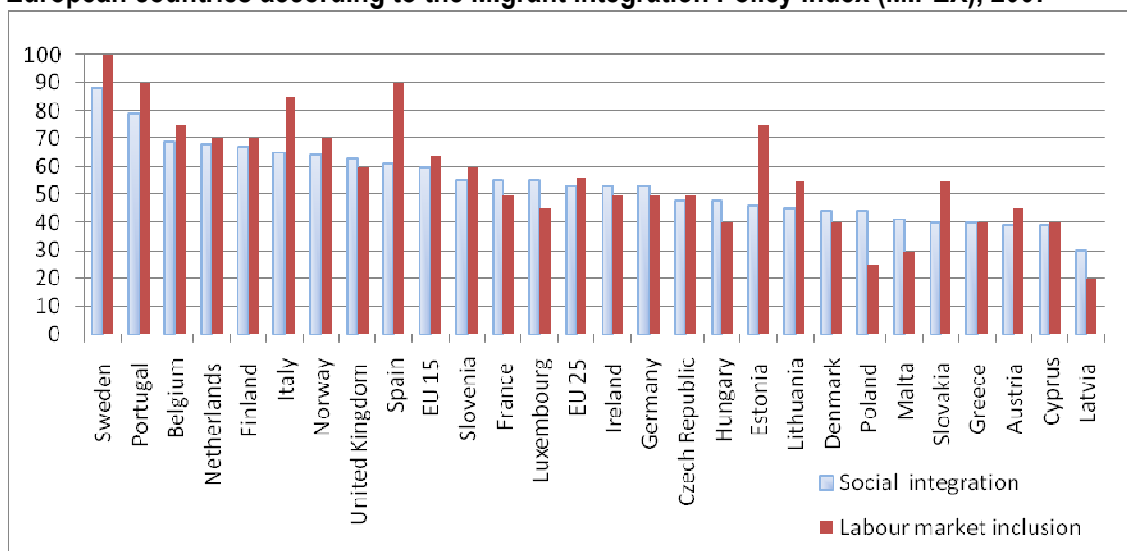
Table 3 - Employment rate by nationality (%), 2009

	Total population			Nationals			Foreigners - Total			Citizens of countries outside the EU-27		
	total	males	females	total	males	females	total	males	females	total	males	females
EU27	64.6	70.7	58.6	65.0	70.9	59.1	60.1	68.1	52.2	55.7	64.3	47.1
Belgium	61.6	67.2	56.0	62.5	67.7	57.3	52.9	62.4	43.1	38.8	51.4	26.4
Bulgaria	62.6	66.9	58.3	62.6	66.9	58.4	:	:	:	:	:	:
Czech Republic	65.4	73.8	56.7	65.3	73.7	56.6	73.0	82.3	62.7	68.2	77.7	58.9
Denmark	75.7	78.3	73.1	76.3	78.7	73.9	66.6	73.5	61.0	60.3	66.6	55.9
Germany	70.9	75.6	66.2	72.5	76.6	68.3	57.9	66.6	49.0	51.9	61.7	42.3
Estonia	63.5	64.1	63.0	64.0	64.8	63.3	61.3	61.4	61.3	61.1	61.2	61.1
Ireland	61.8	66.3	57.4	61.6	65.9	57.4	63.1	68.9	56.8	56.4	63.4	49.6
Greece	61.2	73.5	48.9	60.7	72.7	48.8	66.9	82.0	50.8	67.7	83.1	49.2
Spain	59.8	66.6	52.8	60.3	67.8	52.7	56.5	59.4	53.6	54.9	57.0	52.8
France	64.2	68.5	60.1	64.9	68.9	61.1	52.8	62.1	43.9	46.1	56.6	36.3
Italy	57.5	68.6	46.4	56.9	67.9	45.9	64.5	77.7	52.1	62.7	76.5	48.3
Cyprus	69.9	77.6	62.5	69.9	79.4	60.4	70.1	68.3	71.5	67.8	49.4	79.1
Latvia	60.9	61.0	60.9	61.5	61.2	61.8	57.9	60.1	55.4	57.9	60.2	55.3
Lithuania	60.1	59.5	60.7	60.1	59.5	60.7	51.4	:	:	52.4	:	:
Luxembourg	65.2	73.2	57.0	62.8	70.7	54.8	67.9	76.1	59.5	52.9	68.5	39.5
Hungary	55.4	61.1	49.9	55.3	61.0	49.9	65.6	76.3	56.0	61.2	70.6	54.0
Malta	54.9	71.5	37.7	55.0	71.7	37.6	52.2	65.4	40.4	55.9	71.3	:
Netherlands	77.0	82.4	71.5	77.6	82.8	72.3	63.6	73.7	55.1	54.3	67.5	43.0
Austria	71.6	76.9	66.4	72.8	77.6	68.0	63.0	71.3	55.4	58.9	67.5	50.1
Poland	59.3	66.1	52.8	59.3	66.1	52.7	64.8	73.8	56.6	61.9	68.3	57.9
Portugal	66.3	71.1	61.6	66.3	71.0	61.6	66.7	72.8	61.2	66.2	71.0	61.7
Romania	58.6	65.2	52.0	58.6	65.2	52.0	62.7	79.6	:	59.8	:	:
Slovenia	67.5	71.0	63.8	67.7	70.9	64.3	55.2	77.4	27.5	53.3	76.4	24.8
Slovakia	60.2	67.6	52.8	60.1	67.5	52.8	72.8	89.5	:	:	:	:
Finland	68.7	69.5	67.9	68.9	69.6	68.3	58.8	64.7	52.5	51.6	60.4	42.9
Sweden	72.2	74.2	70.2	73.0	74.7	71.3	60.3	66.7	54.1	47.3	55.7	39.4
United Kingdom	69.9	74.8	65.0	70.2	74.8	65.7	66.6	75.2	58.3	60.1	69.2	51.0
Iceland	78.3	80.0	76.5	78.4	80.2	76.6	77.0	77.0	77.0	74.1	:	:
Norway	76.4	78.3	74.4	76.7	78.5	74.9	71.6	76.9	65.6	59.6	65.5	54.4

Source: Eurostat Labour Force Survey

ANNEX 2 - LABOUR MARKET INCLUSION ACCORDING TO MIPEX NORMATIVE FRAMEWORK (EU 26), 2007

Figure 1 – Indicators on Social integration and Labour market access of migrants in European countries according to the Migrant Integration Policy Index (MIPEX), 2007



Explanatory note: no information provided for Bulgaria.

Source: Niessen J., Huddleston T., Citron L. (2007), Migrant Integration Policy Index. British Council and Migration Policy Group. <http://www.integrationindex.eu/multiversions/2712/FileName/MIPEX-2006-2007-final.pdf>

	Social integration	Labour market inclusion
Sweden	88	100
Portugal	79	90
Belgium	69	75
Netherlands	68	70
Finland	67	70
Italy	65	85
Norway	64	70
United Kingdom	63	60
Spain	61	90
EU 15	60	64
Slovenia	55	60
France	55	50
Luxembourg	55	45
EU 25	53	56
Ireland	53	50
Germany	53	50
Czech Republic	48	50
Hungary	48	40
Estonia	46	75
Lithuania	45	55
Denmark	44	40
Poland	44	25
Malta	41	30
Slovakia	40	55
Greece	40	40
Austria	39	45
Cyprus	39	40
Latvia	30	20

Explanatory note: no information provided for Bulgaria

Source: Source: Niessen J., Huddleston T., Citron L. (2007), Migrant Integration Policy Index. British Council and Migration Policy Group. <http://www.integrationindex.eu/multiversions/2712/FileName/MIPEX-2006-2007-final.pdf>

ANNEX 3 – LANGUAGE REQUIREMENTS FOR ADULT MIGRANTS IN THE EU, 2009

Country	Family reunion	Permanent residence	Citizenship	Official courses
Germany	A1	B1	B1	Obligatory for 40% of migrants, optional for others
Austria		A2	X	Optional
Denmark	Planned	A2? / B1 / B2	B2	Obligatory
Belgium (Flanders)				Obligatory (A1)
France	X	A1.1	Interview	Obligatory
The Netherlands	A1-	A2	A2	
United Kingdom	A1 (Feb. 2008)	B1?	Progression to a higher level	Optional
Norway		Course of 300 hours	Course of 300 hours	Obligatory, 300 hours minimum
Greece		A2	A1	
Italy			?	In country of origin: A2 minimum for work permit; also optional courses
Slovak Republic			X	
Czech Republic		2009	Interview	Optional
Estonia		A1–A2	X	
Latvia		X		
Croatia		2008	?	
Poland				Optional courses for spouses of persons of Polish origin

Explanatory note: The CEFR Common reference levels are basic user (A1, A2), independent user (B1, B2), proficient user (C1, C2).

Source: Kluzer S., Ferrari A., Centeno C. (2009), ICT for Learning the Host Country's Language by Adult Migrants in the EU Workshop Conclusions Seville, 1-2 October 2009.

<http://ftp.jrc.es/EURdoc/JRC57387.pdf>

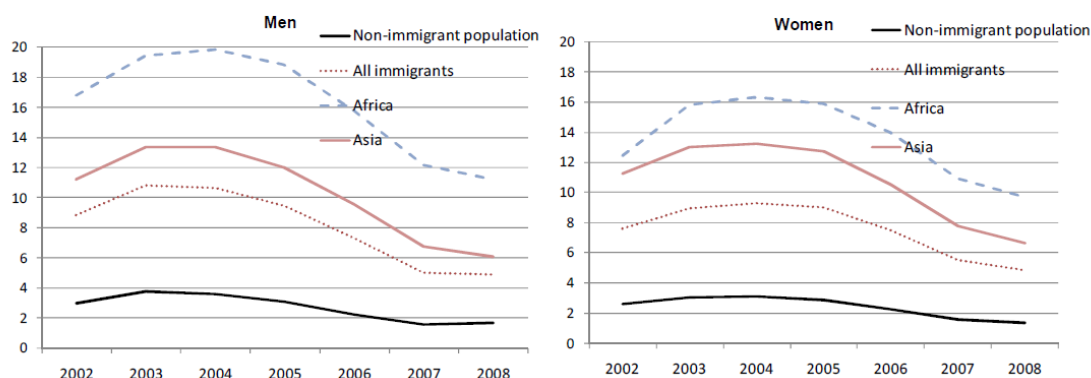
ANNEX 4 – FOREIGN POPULATION AND LABOUR MARKET CONDITIONS IN NORWAY

Table 1- Foreign population and the labour market in Norway, 2009

	Participation/Activity rate		Employment rate			Unemployment rate		
	Foreign born	Nationals	Foreign born (a)	Nationals (b)	(a)-(b)	Foreign born (a)	Nationals (b)	(a)-(b)
Total								
Norway	77.1	79.0	71.6	76.7	-5.1	7.1	2.9	4.2
EU27	71.9	71.0	60.1	65.0	-4.9	16.4	8.4	8
Men								
Norway	83.6	81.2	76.9	78.3	1.4	8.0	3.3	4.7
EU27	82.0	77.5	68.1	70.7	2.6	17.0	8.4	8.6
Women								
Norway	69.7	76.8	65.6	74.4	8.8	n.a.	2.5	n.a.
EU27	61.8	64.5	52.2	58.6	6.4	15.6	8.4	7.2

Source: Eurostat Labour Force data

Figure 2. Evolution of the unemployment rate of the native-born and immigrant groups in Norway since 2002, 15-64 years old, selected origin countries, by gender



Note: Asia includes Turkey.

Source: Statistics Norway (Labour Market Statistics).

Source: OECD (2009) figure 2 pg. 19