



Hochschule für
Wirtschaft und Recht Berlin
Berlin School of Economics and Law

Europe Needs Innovative Ideas to Integrate
Immigrants and Ethnic Minorities
– Challenges and Creative Activities
in Education and Civil Society
(a Comparison of Five European Countries) –

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Report of an International Seminar

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LIFELONG LEARNING PROGRAMME – ERASMUS
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Preface

Within the framework of the LIFELONG LEARNING PROGRAMME – ERASMUS Berlin School of Economics and Law (BSEL) is coordinating an „Intensive Programme“ (IP) under the topic „Europe needs innovative ideas to integrate immigrants and ethnic minorities“. This IP is planned for a period of three years. The first part (academic year 2010/11) concentrates on the analysis towards challenges and creative activities in education and civil society. The second part (academic year 2011/12) will deal with cross-cultural orientation and employability of immigrants in civil services. The third part (academic year 2012/13) will analyse the integration into the labour market and promotion of entrepreneurship of immigrants.

The BSEL has experiences in coordinating IP-workshops with at least two partners from other European countries.¹ Documentations of various IP projects are available on the homepage of BSEL. Linnaeus University Kalmar/Växjö (Sweden) has been one of the partners since 2001; Adam-Mickiewicz-University Poznan (Poland) and University College Ghent (Belgium) have been involved since 2006. In 2010 Carinthia University of Applied Sciences (Austria) has joined the consortium.

The IP-workshop with the topic “Europe needs innovative ideas to integrate immigrants and ethnic minorities – challenges and creative activities in education and civil society (a comparison of five European countries)” took place at Linnaeus University Kalmar/Växjö from 13th to 25th March 2011 in Växjö (Sweden).

The IP-workshop was financed by

- a) subsidies of the European Commission (LLP – ERASMUS – IP),
- b) funds of the budgets of the participating universities,
- c) personal financial contributions of the participating students.

The present report concerning IP 2010/11 is at the same time attached to the „FINAL REPORT“, which was sent to Deutscher Akademischer Austauschdienst (DAAD) in July 2011, and thus is part of the evidence on the adequate use of granted funds of the ERASMUS program.

We would like to thank Bettina Krumm for her qualified work of translating the German texts into English and vice versa.

Prof. Dr. Heinrich Bücker-Gärtner
BSEL, Faculty 3
Head of the Project

¹ www.hwr-berlin.de/internationales/projekte/erasmus-intensivprogramme/

A Introduction

Heinrich Bucker-Gärtner (BSEL Berlin)

IP-workshops are designed according to the principle “experts meet experts”. They comprise 10 workdays and feature a very intensive participation of students. The students acquire the essential aspects of the topic of the seminary within a preparation course at their home university and prepare a presentation (see part E – reports of different countries). The academic input is completed by the experts’ presentations (see part D – lectures of experts). On this basis the different viewpoints of the representatives of the participating universities are illustrated and during the workshop the nationally mixed workgroups discuss solutions to the problems and create a report comprising the results thereof (see part F – reports from the workgroups).

The concept of the Intensive Programme offers very good conditions for an intensive exchange between lecturers and students of different countries. Besides the technical discussions, especially insights into the specific academic practices (e. g. the way students and lecturers are dealing with each other) and standards (competences of presentation and communication as well as breadth and depth of the students’ technical knowledge) are helpful to receive impulses for the own university and the personal design of one’s role as lecturer.

This report of the IP Workshop is the first part of a three-year focus on “Europe needs innovative ideas to integrate immigrants and ethnic minorities”. The objectives of the first year concentrated on analysing country-specific problematic issues as well as challenges and creative activities in education and civil society. Furthermore innovative potential on a local level, especially the engagement of the civil society were identified and “best-practice projects” of educational services for migrants and its’ transfers to other countries were examined.

A specific goal for the students to strive for, was

- a) the achievement of a qualified standard of knowledge on the migration policy of the EU and the various countries, and on objectives, measurements, demands and reality;
- b) the identification of current discussions about the term „immigration country“;
- c) the development of criteria to compare innovative municipal and civil society projects for improving educational chances for migrants;
- d) the preparation of proposals for coordinating measurements and its’ dissemination and
- e) the increase of awareness for more civic activities.

In the current year the workshop took place at the department of Human Sciences of Linnaeus University Kalmar/Växjö. The following persons participated:

- 1 professor and 8 students of Carinthia University of Applied Sciences (Austria),
- 2 professors and 9 students of the Faculty of Economic and Public Administration of University College Ghent (Belgium),
- 1 professor and 8 students of the Faculty of Public Administration of BSEL (Germany),
- 1 lecturer and 8 students of the Faculty of Political Science and Journalism of Adam Mickiewicz University Poznań (Poland),
- 2 lecturers and 11 students of the department of Human Sciences of Linnaeus University Kalmar/Växjö (Sweden).

In part B of this brochure the presentations of the participants are shown, inclusive some photographs, (whole group and national teams).

The time schedule, provided by the receiving institution (part C) attached importance on involving practical knowledge of Swedish institutions, which deal with the integration of migrants in situ. The lectures of the experts provided an impressive picture of the efforts of the Swedish society to successfully integrate migrants.

On 1st January 2010, Linnaeus University opened its doors for the first time as Sweden's newest university, the result of a merger between Kalmar University and Växjö University. This university is named by Carl von Linné who was born near Växjö. He was possibly the greatest Swedish scientist of all time. The visual identity symbol has been inspired by Linnaeus' own books, such as *Systema Naturae* and the *Linnaean Herbarium* from 1725.

The Mission of this university is: "Linnaeus University — an attractive international learning environment promoting curiosity, creativity, companionship and utility."²

With 35,000 students and 2,000 employees, Linnaeus University is one of the largest universities in Sweden. This university offers 150 study programmes and 2,500 courses. The concept of close connections is a guiding principle in its work. At Linnaeus University there is an active student life, with close relations between students, researchers and other members of staff.

Linnaeus university is to a large extent involved in international exchange programmes for students, lectures and other academic staff. Every year more than 1,500 international students decide to study in Kalmar or Växjö and 500 Swedish students go abroad.

Växjö is a municipality with 82,000 inhabitants in midst of the province Småland, which is situated in the southern part of Sweden. The city holds the label „Green City“ and is surrounded by the lake Helgasjön and pine forests. Campus Växjö was built with centralised teaching facilities, dormitories and other facilities in situ, using the example of an American campus.

² <http://lnu.se/about-lnu/about-linnaeus-university/strategy?l=en>

B Participants

Berlin

Students: Sven Bochmann
Pia Ferch
Michael Linke
Franziska Minge
Vanessa Neumann
Carolin Penzoldt
Karina Schmidt
Kerstin Wischer
Lecturer: Prof. Dr. Heinrich
Bücker-Gärtner



Hochschule für
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Gent

Students: Laurens Brusselmans
Wouter Lagauw
Maarten Soetens
Dieter Synhaeve
Anne-Laure
Van de Ginste
Yasmin
Van Landschoot
Bert Vanbesien
Pieter-Jan
Vandermeersch
Corneel Wille
Lectureres: Prof. Dr. Bertel
de Groote
Prof. Dr. Frank Naert



Posen

Students: Dorota Agacińska
Marta Borowiak
Magdalena Greficz
Magdalena Jandy
Katarzyna Łączna
Gracjan Słomowicz
Jeroen Van den Bosh
Anna Włodarska
Lecturer: Dr. Przemysław
Osiewicz



Växjö

Students: Ida Arvidsson
Elin Beyersdorff
Karin Beyersdorff
Astrid Byrman
Daniel Dost
Gustaf Hultkrantz
Rebecca Hunt
Daniel Larsson
Marcel Nähring
Desireé Nilsson
Mikael
Olsson-Berggren
Lectureres: Corinna Löwe
Thomas Marten



Villach

Students: Tatjana Grogger
Veronika Gruber
Nikolaus Gstinig
Nuno Filipe
Kudsk Clemente
Sacadura Castela
Laura
Marambio Escudero
Sandra Puschmann
Anna Theresa Sitte
Cornelia Timko
Dozentin: Prof. Dr. Kathrin
Stainer-Hämmerle





Participants of the IP-Workshop at University Växjö



Participants from University College Ghent, Belgium



Participants from Berlin School of Economics and Law, Germany



Participants from Carinthia University of Applied Sciences, Austria



Participants from Uniwersytet im. Adama Mickiewicza w Poznaniu, Poland



Participants from Linnaeus University Kalmar/Växjö, Sweden

C Programme

Erasmus Intensive Programme 13th – 25th March 2011 at Linnaeus University in Växjö, Sweden

Sunday, 13. March 2011

Vandrarhem Evedal (Youth Hostel)	Arrival of all participants from Berlin(Germany), Ghent(Belgium), Pożnan (Poland), and Villach (Austria) Dinner
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Monday, 14. March 2011

10.00 am - 1.00 pm Linnaeus University, Lecture room Weber	Welcome and introduction of the participants and the programme Organisational matters Guided campus tour
1.00 - 2.00 pm Restaurant Kristina (Refectory of Linnaeus University)	Lunch
2.00 - 6.00 pm Linnaeus University, Lecture room Weber	Presentation by students from Sweden Tutor: Thomas Marten, Corina Löwe

Tuesday, 15. March 2011

9.30 am - 1.00 pm Linnaeus University, Lecture room Weber	Presentation by students from Poland Tutor: Dr. Przemysław Osiewicz
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 6.00 pm Linnaeus University, Lecture room Weber	Presentation by students from Germany Tutor: Prof. Dr. Heinrich Bucker-Gärtner

Wednesday 16. March 2011

9.30 am - 1.00 pm Linnaeus University, Lecture room Weber	Presentation by students from Austria Tutor: Prof. Dr. Kathrin Stainer-Hämmerle
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 6.00 pm Linnaeus University, Lecture room Weber	Presentation by students from Belgium Tutor: Prof. Dr. Frank Naert
6.00 - 6.30 pm Linnaeus University, Lecture room Weber	Establishment of 4 working groups Group 1: Integrating migrants by educational activities (in German) Group 2: Economic aspects of migration (in English and German) Group 3: Legal aspects for a better integration of migrants (in German and English) Group 4: NGO's and theirs support for immigrants (in English)

Thursday, 17. March 2011

9.00 - 12.00 am Linnaeus University, Lecture room Weber	Expert lectures Prof. Jan Ekberg: „ <i>Immigrants in the Swedish Labour Market</i> “ Dr. Ali Ahmed „ <i>Discrimination against Immigrants in the Swedish Labour- and Housing Market</i> ”
12.00 am - 1.00 pm Restaurant Kristina (Refectory)	Lunch
1.15 pm	Departure to „Komvux“ Växjö (Local Adult Education)
1.30 - 4.30 pm Komvux Växjö	Expert lectures: Stella Vogiatzi, Study and Job Counsellor, Gymnasium Teknikum Patrick Liljeqvist, Study and Job Counsellor Komvux Madleine Médoc, Head of Department for Language and Integration „ <i>Meeting and Integrating Immigrants and Children in Swedish Education</i> “

Friday, 18. March 2011

9.30 am- 12.00 pm Linnaeus University, Lecture room Weber	Expert lectures: Gunnel Segerfeldt, Head of Department at the Municipal Office, Växjö: „ <i>The Swedish Migration Board</i> “
12.00 - 12.40 am Restaurant Kristina (Refectory)	Lunch
12.45 am	Departure to the Employment Agency, Växjö
1.00 - 4.00 pm Employment Agency Växjö	Expert lectures: Hans Göran Johansson, Department for Integration and Establishment on the Labour Market: „ <i>Integration of Immigrants in the Labour Market</i> “
4.30 - 6.00 pm	Guided city tour

Saturday 19. March 2011

9.00 am - 1.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1050
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 5.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1050
5.30 pm	Departure to the Utvandarnas hus
5.30 - 7.00 pm	Utvandarnas hus (House of Emigrants), Guided tour

Sunday, 20. March 2011

9.00 am	Departure to Kalmar/Öland
10.30 am - 12.00 am	City tour and visit to a cathedral in Kalmar
12.00 am - 2.00 pm	Lunch and expert lectures: Maria Hammarström; Ombudsman against discrimination in Kalmar: „ <i>Experience re- port</i> “
2.00 pm	Departure to the Baltic Sea Isand Öland, Borgholm: Visiting the castle ruins, coffee break
(approx.) 5.00 pm	Departure to Växjö

Monday, 21. March 2011

9.30 am - 1.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1056
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 6.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1056

Tuesday, 22. March 2011

9.30 am - 1.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1056
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 6.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1056

Wednesday, 23. March 2011

9.00 am - 1.00 pm Linnaeus University	Working groups: Gr.1: K1057; Gr.2: K1074; Gr.3: K1073; Gr.4: K1056
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 4.45 pm	Preparation for the presentations of the work- ing results: Gr.1: K1057, Gr.2: K1074, Gr.3: K1073, Gr.4: K1056
5.00 pm	Departure to Kosta
6.30 - 10.00 pm	Guided tour through the glasmaking factory, afterwards visit of a showroom and dinner with presentations about glasmaking
(approx.) 10.00 pm	Return journey to Växjö

Thursday, 24. March 2011

9.00 am - 1.00 pm Linnaeus University, Lecture room Weber	Presentation of the results of the working groups
1.00 - 2.00 pm Restaurant Kristina (Refectory)	Lunch
2.00 - 5.00 pm	Feedback and evaluation of the workshop
7.00 - 9.00 pm Teleborg Castle	Farewell party with dinner; presentation of the Certificate of Participation

Friday, 25. March 2011

	Departure of the participants
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D Lectures of Experts

1 Immigrants in the Swedish labour market and economic effects due to immigration

Jan Ekberg (Linnaeus University Kalmar/Växjö)

The paper proceeds in the following way: Section 1 presents an overview of immigration to Sweden since the Second World War. Section 2 describes the age composition of immigrants. Section 3 informs about the immigrants position on the labour market. Section 4 presents economic effects because of immigration and especially how the economic effects depends both on the age composition of the immigrants and on the immigrants position on the labour market.

1.1 Introduction

Since the Second World War, the number of immigrants in Sweden has increased rapidly. Immigrants' share of the population increased from about 1 percent in 1940 to nearly 7 percent by 1970 and to almost 14 percent, or 1.3 million individuals at the end of 2009. The largest group was born in Finland (172 000) followed by born in Yugoslavia + Bosnia, Herzegovina (130 000) and by born in Iraq (118 000). Born in Iraq has been the most rapid growing group during the last years. This group has grown from nearly 83 000 individuals at the end of 2006 to 118 000 individuals at the end of 2009. More than 50 percent of the foreign-born living in Sweden in 2010 have acquired Swedish citizenship. Moreover there is a growing group of so-called second generation immigrants that is persons born in Sweden with at least one parent born abroad. Today this group is nearly 1 million individuals. More than half of these individuals have one parent born in Sweden. The reasons for the increased proportion of immigrants have been the need of labour force in the Swedish economy during the 1950s, 1960s and the 1970s. Since the 1980s Sweden has been a major recipient of refugees and relatives to former immigrants.

The migration inflow to Sweden has been high compared to other Nordic countries. In 2009 the proportion foreign born of the total population was about 6 percent in Denmark, about 10 percent in Norway and about 4 percent in Finland. Compared to other European countries the proportion foreign born in Sweden is nearly the same as in Germany (12 percent) Austria (15 percent) and Ireland (14 percent) but much lower than in Switzerland (22 percent) and Luxemburg (33 percent).

Immigration to Sweden has changed substantially over the past half century. Until the mid-1970s immigration to Sweden consisted primarily of labour immigration mostly from Europe. During this period there was a marked connection between annual immigration and the labour market situation in Sweden. Immigration was large when there was a great demand for labour in Sweden and diminished as demand decreased. In 1970 about 60 percent of the foreign-born in Sweden were from other Nordic countries (Denmark, Norway and Finland) and more than 90% were born in Europe.

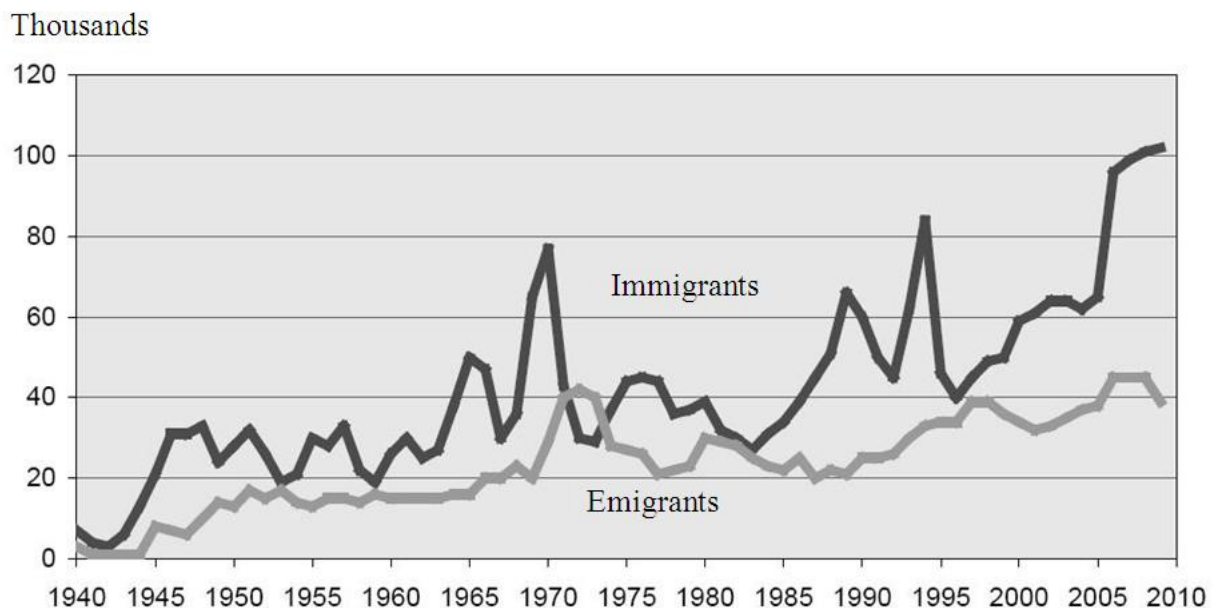
After 1975, however, the character of immigration changed. The proportion of refugees and family migrants (known as “tied movers”) increased as the proportion of labour-force immigrants decreased. Indeed, Sweden has been one of the major recipients of refugees in recent decades. In 2007, it was briefly the second-largest recipient of asylum applications after the United States, and the largest recipient of Iraqi asylum seekers of all advanced industrialized nations, despite its relatively small population. From 2000 to 2009, the Iraqi-born population more than doubled.

The period after 1975, therefore, witnessed a clear weakening in the connection between annual immigration and the situation in the Swedish labour market. Many of the new immigrants were born in Africa, Asia, and Latin America. At the end of 2009, the proportion of immigrants born in other Nordic countries had fallen to 20 percent, while 36 percent were born elsewhere in Europe and 44 percent were born outside Europe. The sex composition is nearly the same as for natives. In the 16–64 years age range 49.3% are men among foreign born compared to 50.9 % among natives.

An overview of immigration and emigration since 1940 is presented in Figure 1. Note that “immigration” comprises both newly arrived foreign nationals and Swedish nationals returning to Sweden from abroad. There are four very clear peaks in immigration, namely, 1969-70, 1990, 1994, and 2007-09. The first peak consisted mostly of labour-force immigrants entering during a boom in the Swedish economy in 1969-70. Subsequent peaks consisted to a great extent of refugees and their relatives, many of whom arrived during recessions. In 2009 about 102,000 individuals arrived in Sweden — the most in any year since World War II. In 2008 and 2007 the levels remained nearly the same, at about 101,000 and 99,000 individuals, respectively — evidence that the economic crisis did not decrease the migration inflow. In 2009, 14 percent of newly arrived immigrants came from other Nordic countries, 34 percent from the rest of Europe, and 52 percent from outside Europe — about the same as in 2007 and 2008.

Of the newly arrived immigrants who hold Swedish citizenship, most were born in Sweden and are now returning. This group has increased over time, from 5 percent at the end of the 1960s to 18 percent in 2009. Some have parents who have immigrated to Sweden. An investigation shows that of Swedish-born emigrants whose parents were born abroad, 43 percent returned to Sweden 10 years after their outmigration. The corresponding figure for those with one parent born abroad is 61 percent, and for both parents born in Sweden is 71 percent.

Variations in emigration have been smaller than in immigration. Three emigration peaks in the early 1970s, 1996-97, and 2007-08 occurred shortly after spikes in immigration, since a share of the immigrants returned to their home country after just a few years in Sweden. Most of the emigrants during the post war period have been foreign born. Emigrants are somewhat older than immigrants but still very young compared to the Swedish population — the proportion of emigrants aged 65 and above in 2009 was only slightly more than 3 percent.

Figure 1 Annual immigration and emigration 1940–2009. Sweden.

Source: Statistics Sweden (2010)

1.2 Age and education

The average educational level among the foreign-born is about the same as among the native born, according to Sweden's Labor Force Surveys. However, the educational distribution differs somewhat between the two groups, with immigrants concentrated more strongly at both the high and low ends of the educational spectrum. As in many immigrant-receiving countries, immigrants are more likely to work in less-skilled occupations. Immigrants from non-European countries have a particularly high proportion of well-educated individuals working in occupations below their educational level. By contrast, well-educated immigrants from Europe have nearly the same occupational distribution as natives.

Sweden's immigrants have a favorable age structure compared to the native-born, with a low proportion of elderly people and a high percentage of people of working age, which also tends to be the case in all migration countries, regardless of whether foreign nationals enter as employment-based, family, or humanitarian immigrants. During the period of primarily labor market immigration in the 1960s, people aged 65 and above made up only about 1 percent among newly arrived immigrants. In 2009, refugees and their relatives formed a large part of the immigrant population, but the proportion of older immigrants nonetheless remained low — not more than 2 percent of the newly arrived. By contrast, nearly 18 percent of the total population in Sweden age 65 or above, and this share will grow in the future.

Clearly, immigration increases the population directly, but it also affects population growth by increasing the number of people born in a country, in this case Sweden.

A child born in Sweden will gain foreign citizenship at the time of birth if both parents have foreign citizenship. If at least one of the parents has acquired Swedish citizenship the child will automatically gain Swedish citizenship. The size and age structure of the additional population depends on the size and age structure of the immigrants at the time of immigration and subsequently, and also on age-specific fertility rates, death rates, and return migration among the immigrants and their descendants. While immigrants age, this aging population is more or less counter-balanced by the fact that more people are born in Sweden as a result of immigration. For example, estimates suggest that immigration to Sweden during the post-war period resulted in a population that was 860,000 larger than it would otherwise have been by 1980 (4 percent of this number were of age 65 and above), and 1.8 million larger by 2004 (with 9 percent were of age 65 and above). Without immigration during the post war period nearly 20 percent of the Swedish population would be at age 65 and above in 2004. Today, the number is probably more than 2 million in a total Swedish population of 9.3 million.

If the age structure of the additional population is favourable, and if immigrants are well integrated into the labour market, immigration is expected to have a positive impact on the economy. During the 1950s, 1960s and 1970s immigration had a positive effect on the economy. Studies show that the public sector during these years redistributed income from the additional population to native-born. Thus the disposable income for native-born became somewhat higher because of immigration. From about 1980 the employment situation for immigrants began to deteriorate and from the end of 1980s there is a negative effect i.e. the public sector redistributes incomes from natives to the additional population. From this perspective, the employment rates of immigrants and their descendants are of great importance for both economic policy and integration.

1.3 Immigrants on the labour market

Great changes have occurred in the employment situation for immigrants in Sweden during the post war period. The employment situation for immigrants in Sweden was favourable up to the mid-1970s, as numerous studies show. The unemployment rate was low and there was full employment for both natives and immigrants. For a long time, employment rates among immigrants even exceeded those of the natives. This was especially the case in the 1960s. Upward occupational mobility among those early immigrants was also about the same as among natives. A summary since 1950 appears in Table 1, which shows the gap between employment rates for the foreign born compared to natives at ages 16–64. The index can be interpreted as follows: In 1960 the index was 104, meaning that the employment rate among foreign-born was 4 percent higher than the employment rate among natives. In 1994 the index was 75, meaning that the employment rate among foreign born was 25 percent lower than among natives. The table shows the situation for foreign born individuals. Studies show that the labour market position for foreign born individuals often is transferred to their children born in Sweden, see for instance Vilhelmsson (2000) and Rooth & Ekberg (2003).

Table 1 Index for employment rate. Foreign born age 16-64. Index for natives = 100. Standardized for age and sex.

Year	Index
1950	120
1967	110
1975	100
1987	89
1991	83
1995	74
2002	79
2008	80

Sources: Wadensjö (1973), Ekberg (1983), Swedish Labour Force Survey different years.

Since the beginning of the 1980s, immigrants' labour market situation in Sweden has worsened. This occurred despite an economic boom and with full employment for natives in the 1980s. It also occurred despite the relatively high educational level among immigrants who arrived after 1980, which should have made entering the labour market easier. These new immigrants had about the same educational level (the same number of years of schooling) as the native population and were better educated than previous waves of immigrants. Besides there is a policy goal that immigrants (including refugees) should support themselves with incomes from work i.e. they should be integrated on the labour market.

The full explanation for immigrants' deteriorating labour market outcomes is not known, but possible factors include discrimination (especially against the growing group of immigrants from outside Europe), the change from labour force immigration to immigration of refugees and immigration for humanitarian reasons and growing numbers of family members, changes in the Swedish economy that increased the importance of "Sweden-specific" knowledge (for example, proficiency in Swedish) for labour market success or defects in the Swedish integration policy. One mistake in this policy was the so-called "Whole-Sweden" strategy, which aimed to locate newly arrived refugees across the entire country. This strategy was put into place 1985 and prevailed to the mid-1990s but also to some degree after that. By avoiding demographic concentrations, immigrants were expected to learn Swedish faster, making it easier for them to find work. However, in reality, refugees often were located in municipalities on the basis of the availability of housing. Neighbourhoods with a large supply of vacant apartments, however, often faced a shortage of jobs (explaining why many natives had moved out). Earnings and employment levels among refugees worsened as a result of this strategy.

This location policy is now abolished but there are still consequences of it. If new groups of refugees from a country arrive to Sweden they often want to move to areas in Sweden where earlier refugees from the same country already live. However, earlier refugees were often located, according the Whole-Sweden strategy, to areas with shortage of jobs.

During the long economic depression in the beginning of the 1990s, the employment situation deteriorated even further for the foreign-born compared to the native born. In the late 1990s when the Swedish economy recovered, there was some improvement in immigrants' labour market performance relative to the Swedish born. There was also some improvement during the 2000s, although the immigrant-native gap did not return to the levels of the pre-1990s. For more details about the immigrants' labour market position during the recession 2008-2010, see Ekberg (2011a).

1.4 Economic effects because of immigration

Immigration may affect the economic conditions of the natives in mainly three different ways.

Firstly: Immigration may influence relative factor prices and employment opportunities for natives. Some groups of natives may lose and others may benefit. There may be a downward pressure on wages and increased unemployment among those who are substitutes to the immigrant labour force and reverse effects for those who are complements to the immigrant labour force. However meta-analyses of studies from many countries found on the average very small effects on natives labour market situation (Longhi, Nijkamp and Poot 2005, 2006, 2008). An increase of immigrants by 1% in a country decreased the employment rate for natives by only 0.024%. An increased share of immigrants in the workforce by one percentage unit may reduce wages for natives by only 0.1%. Also in Sweden these effects are small (Korpi 2008). In the long term when the labour market has adjusted the consequences of immigration for the natives' opportunities on the labour market seems to be rather negligible. Immigration may also affect the income distribution between labour and capital. Even this effect seems on the average to be small (Ben-Gad 2004). The same result was found for Sweden (Ekberg 1983).

Secondly: Immigration may affect the economic growth that is growth in gross domestic product per capita (GDP) and thereby the average income level for native born individuals. The issue is however complicated and the area is so far mostly subject to hypothesis. A positive effect on economic growth can arise in different ways. Positive effects can be expected if the immigrants are high skilled, if they are more mobile than natives on the labour market, if they bring new ideas and if, by increasing population, they stimulate investment which acts as an incentive to the introduction of new and more productive technology. Conversely, the immigration of unskilled persons may lead to weaker growth. Unskilled immigrants work increase the labour supply in sectors with low-income industries which can have an inhibiting effect on the development of new production methods in these industries and therefore hamper economic growth. Poot and Cochrane (2005) present an overview of studies about immigration and economic growth. Different studies give different answers. For Sweden a model with endogenous technical progress has been used (Ekberg 1983). According to the model the effect on economic growth was very small. However, more research on this topic is required. A challenge for future research is to construct models which also consider general equilibrium effects of immigration.

Thirdly: Immigration may have fiscal effects. There are two factors that are of special importance for whether future immigrants will give a positive or a negative net contribution to the public sector. The first one is the difference in age distribution between immigrants and natives. The other is the employment situation for immigrants compared to that of natives. If the immigrants contribute more/less in taxes and social security fees than what they receive from the public sector there will be a positive net contribution/negative net contribution to the public sector. A positive net contribution increase is a benefit for the native population in the sense that the public sector redistributes incomes from immigrants to natives. A negative net contribution is a cost for the native population in the sense that the public sector redistributes incomes from natives to immigrants.

The public sector in Sweden functions like a pay-as-you-go system. The yearly expenditures are financed by taxes and social security fees paid during the same year. Heavy public consumption expenditures are directed to young people (child care and education), and especially to old people (health-care, service for pensioners and handicapped). Even public transfer payments go largely to old people (pensions). The tax burden is mainly carried by employed people. The favourable age structure of immigrants is therefore a major determinant of their net contribution to the public sector. However, a less favourable employment situation among the immigrants relative to that of natives will increase the immigrants' share of certain public expenditures such as social allowance, unemployment benefit, and expenses for labour market programmes. It will also decrease their share of contributions to taxes and social security fees. Thus, a low employment rate will counterbalance the fiscal effects of the immigrants' favourable age structure. To what extent this occurs is an empirical question.

In Sweden a number of studies have been performed (Wadensjö 1973; Ekberg 1983, 1999, 2009; Gustafsson 1990; Gustafsson and Österberg 2001). The conclusion from these studies is that the immigrants made positive net fiscal contributions during the post-war period up to about 1980. During this period immigrants have both a favourable age composition and a favourable employment situation. The yearly positive net fiscal effect culminated about 1970 but was even then rather small and amounted to not more than 1% of GDP. Since then the net contribution has decreased because of the worsened labour market situation among immigrants. In the second half of the 1980s the yearly net fiscal effect was zero and in the beginning of 1990s it was negative and amounted to 0.9% of GDP. At the end of the 1990s the negative net fiscal effect amounted to 1.5–2% of GDP. Since then the situation has stabilised and today the yearly negative fiscal effect is still about 1.5–2% of GDP in spite of the fact that the immigrant population has increased. The reason is that the immigrants' employment situation has improved somewhat since the end of the 1990s. The age composition of the immigrant population in Sweden is still more favourable than that of the native population.

Coleman and Rowthorn (2004) and Rowthorn (2008) reviewed a large number of previous studies from many countries on the fiscal impact of immigration. They found that the net fiscal effect was in general quite small and was in most countries in the range of $\pm 1\%$ of GDP. A negative net fiscal contribution was found when immigrants were low-skilled and/or the integration into the labour market was weak. However it is not sure that the net fiscal effects from previous immigra-

tion will be the same as from future immigration to countries with a rapidly ageing population.

Many Western countries are in the future facing a demographic development that will increase the burden on their public finances. This is also the case for Sweden. Will future immigration alleviate the increasing burden on the public welfare due to an ageing population; that is will there be a positive net contribution to the public sector? With the help of simulation model up to 2050 Ekberg (2011b) tried to answer this question for Sweden. He found that there will be a positive yearly net contribution to the public sector with at most 1 percent of GDP if the immigrants are integrated on the labour market to the same extent as the native population. The result is sensitive to the labour market integration of future immigrants. If their employment level would be the same as for immigrants now living in Sweden there will be a small yearly negative net contribution effect. So, if future immigration will alleviate the increasing burden on the public finances depends to a large extent on the situation on the labour market for the immigrants.

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2 Integration of migrants by the Swedish educational system

Patrick Liljeqvist, Madleine Médoc, Stella Vogiatzi (Komvux Växjö)

The following account was based upon the presentation notes and the data file provided by Heinrich Bücker-Gärtner.

All migrants arriving in Sweden (refugees, asylum seekers, labour migrants and their relatives) are looked after by the respective local authority for social diversity. This authority is in charge of organizing a native speaking education of the children and young people and of integrating immigrants into the Swedish society. In Växjö the local authority for adult education Komvux takes over the task of integration by education.

The respecting integration activities are mainly based upon four pillars: native speaking education, international classes, individual study plans and language workshops. The so-called international classes are of special significance, as those immigrants get lessons together who either have certain skills of the Swedish language according to their individual study plan or who share the same language as a group. These classes have the following tasks:

- Integrating immigrants into a Swedish speaking environment
- Imparting information on the Swedish society
- Preparing students for a successful attendance of a Swedish school
- Imparting information on the Swedish education system
- Introducing the goals of Swedish education
- Bringing together immigrants of different cultures
- Strengthening their self-confidence

It is especially important for the Swedish society that migrants (particularly the immigrating children and young people) also receive a native speaking education in Sweden provided that the concerning persons have a basic knowledge of their mother language. This is not true for all languages which have the status of a minority language in Sweden: currently these are Finish, Sami, Yiddish, Meinkali and the Roma language. The Swedish communities ensure natives speaking education for at the moment 22 languages (including Arab, German, Mandarin, Dutch, Persian, Polish, Romanian, Russian, Spanish, Turkish, Hungarian). Växjö employs 32 teachers usually speaking the respective language as mother language. These teachers give lessons for about 1,000 students in small groups of 5 students. If necessary they also receive individual lessons. Every student gets at least 60 minutes of native speaking education per week.

Shortly after their arrival at a Swedish community immigrating children and young people receive the essential information for living in their new environment in their mother language, if this is necessary. Schools make sure that parents are also involved. Parents and school should fix the individual study plan for the children and young people together and evaluate it regularly.

For making the first steps of learning the Swedish language and attending immigrants who could already have been admitted to Swedish mainstream schools, language workshops are used. According to their individual study plans persons with a comparable knowledge are brought together and advanced in small groups. They also help with the homework given by the mainstream schools. By this way the agreed education goals ought to be ensured. At the same time they also keep the social and vocational goals in mind.

The displayed activities are for reaching the following goals:

- Advancing immigrants according to their abilities, so they can graduate and/or start a qualified job
- Firmly mastering the mother language
- Strengthening the identity and self-confidence of multilingual people
- Strengthening the parents to take over responsibility for their children's education

The success of the described activities is mainly guaranteed by them being accompanied by a mainly common political consensus. This is indicated by a sufficient budget which is decided by the local politicians as well as by a board of politicians of the municipal office for social diversity. This board carries out periodic reviews. Furthermore the competence and the commitment of the employed teachers (particularly those who speak the mother language of the immigrants) are indispensable. In addition, the success is dependent on the described structure of educational activities of which "summer schools" for Swedish are also part.

3 Integration of immigrants on the Swedish labour market

Hans-Göran Johansson, Silke Schneider (employment agency)

The following account was based upon the presentation notes and the data file of Heinrich Bucker-Gärtner.

Since 1st December, 2010 there has been a new Swedish law obliging the local employment agencies to organize individually orientated activities for integrating refugees both on the labour market and in the Swedish society. In the Swedish central employment agency a respective organization unit was created for this purpose. It coordinates the implementation of the law in the ten subordinated regional agencies which are in charge for 69 local employment agencies in total.

The law is targeting on the one hand refugees who have a residence permit (even if limited) and their relatives of the age 20 to 64 and on the other hand young people aged 18 and 19 years coming without the attendance of their parents. The steps provided by the law encompass 6 aspects which below are described in detail:

- Integration plan
- Integration coach (Lots)
- Integration outreaches
- Assistance for apartment-hunting
- Integration remuneration
- Evaluation

The integration plan is at the end of the so-called integration conversation which takes place in several steps. The starting point is when the residence permit is granted and a first contact is made with the local employment agency in charge. It then gives the most important information on the assistance which can be expected (integration coach and integration remuneration as well as help with finding an apartment). The further steps are to determine the formal qualifications acquired abroad and the individual capacities and to estimate the individual performance capability and the existing demand for qualification. This is the foundation on which the individual integration plan between the authority and every individual refugee is fixed.

The integration plan comprises max. 24 months; the refugee has to participate in different qualifying activities according to his usual working hours per week. If only part time solutions are possible (e. g. because of caring for little children) the integration remuneration may be cut. The qualifying activities refer on the one hand to learning the Swedish language and on the other hand to courses with respect to Sweden's political system and culture and to so-called integration outreaches. These are internships in companies.

The integration coach (Lots) is a person helping the individual refugee as a guide with his efforts for social and vocational integration. The integration coach is not employed by the employment agency, but works on its behalf. The integration coach is chosen by the refugee who gets information about it in the integration

conversation and can then seek information on different integration coaches at the data base of the employment agency. The integration coach is paid by the employment agency; maximally until the end of the individual integration plan. The refugee can finish the cooperation with his integration coach at any time. His order and payment then also comes to an end.

The integration coach is supposed to motivate and encourage the refugee in particular and to not give up the agreed goals even when unexpected problems arise. At the same time the employment agency expects information from the integration coach, to which extent the refugee is keeping the agreements of the integration plan. One further essential job of the integration coach is to assist the refugee in finding an apartment and in managing everyday life (e. g. shopping, contact to banks, insurances and authorities) as well as in understanding cultural and social specialties of the Swedish society.

The employment agency is in charge for finding an adequate apartment for all refugees with an integration plan (see above). The same is true for labour migrants (immigrants who have a job commitment); but for this group another legal foundation is valid (Migrationsverket). The goal of ensuring an apartment as quick as possible and in accordance with the job background and the future plans of the concerning persons has to be reached.

The integration remuneration is a refugee's legal entitlement for financial assistance by the government. However, outpayment is only effected on two conditions: On the one hand an integration plan must be available. On the other hand there must not exist any indications for the entitled person to offend against the agreements made in the integration plan.

The local employment agency checks if the conditions for granting the integration remuneration are present in the individual case and then decides according to the legal definition. The payment is effected by the Försäkringskassan (welfare fund). The employment agency also has to decide on the termination and reduction of the remuneration in case the period of the integration plan has finished or the activity plan has become obsolete because the person has started to work.

The reason for reducing the payments can also be that the activity plan does not provide full time activities. Furthermore, a reduction can also be a temporary sanction for offenses against the obligations agreed on in the integration plan. In addition to the integration remuneration an integration aid and a housing aid may be granted if specific requirements are present (especially minor children and other needy family members).

4. The integration of migrants: a neuroscientific view of problems and solution approaches on an individual basis

Christine Bücken-Gärtner (HWR Berlin)

Since its beginnings about 100 years ago, psychology has not only focused on mental ill-health, but has also investigated the following questions: “How do we think, learn and remember? Where do our emotions come from? Why do we what we do and why do we things the way we do them? How do we become who and what we are, how should we organize our communal life with others?”³ These research questions lead to different approaches to the question why there are so many problems when people of different origin, religion or culture come together. This paper presents very popular older psychological approaches as well as topical ones that may offer answers and impulses concerning the integration of migrants. They will be complemented by the results of neurobiological research.

4.1 “Migration”

The Second Report on Integration Indicators made up in 2011 by the Representative on Migration, Refugees and Integration of the German Federal Government informs about the fact, that there are more than 16 million people with a migration background living in Germany. “We count among them people groups who migrated themselves (first generation migrants) as well as people born in Germany of at least one migrated parent (second generation migrants). Their integration into the German society is measured by the extent to which they have the same chances of participation in society as the general population”.⁴

It is interesting that the report does not explain where the migrated people groups having to be integrated come from.⁵ Even the internet pages of the Representative on Migration, Refugees and Integration do not mention an explanation of the term “migration”. There is only a brochure called “An office in transition” that can be downloaded. This brochure mentions that the first name of the office created in 1978 was “Representative for a Better Integration of Foreign Employees and their Families”. Only when the 15th legislative period started in 2002, it was renamed.⁶

Changing the name of the office documented the changed public attitude towards people, who were first of all called guest workers, then foreign employees, immigrants and now migrants. The fact of migrants living in Germany permanently can-

³ Zimbardo, Philip G.: Psychologie. Berlin: Springer, 1995 (6. Aufl.), S. 3.

⁴ Zweiter Integrationsindikatorenbericht erstellt für die Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration. Köln/Berlin, 2011, S. 10.

⁵ Erst 2005 wurden erstmals mit dem Mikrozensus Personen mit Migrationshintergrund statistisch erfasst. Herkunftsländer sind vor allem die Türkei, Süd- und Südosteuropa, Osteuropa, der Nahe und der Ferne Osten und Afrika. Hinzu kommt die große Gruppe der Aussiedler. Vgl. Berlin-Institut für Bevölkerung und Entwicklung (Hrsg.): Ungenutzte Potenziale. Zur Lage der Integration in Deutschland. Berlin, 2009, S. 16 – 27.

⁶ Vgl. Die Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration (Hrsg.): Ein Amt im Wandel. 30 Jahre Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration. Berlin 2009, S. 33.

not be denied anymore. But are “people with a migration background” more easily accepted by the German population than “guest workers” or “foreigners”?

Frequently, the integration process is considered as the migrants’ effort of assimilating to the German society. However, the Hamburg Institute on Migration and Racism Research regards migration “as an ‘anthropological’ constant, namely as a main condition for the emergence and development of societies”.⁷ Consequently, native as well as migrated people have their part in integration. Which problems may arise in a society’s developing process by migration and why?

4.2 Dissociation of foreigners

Integration is a topic closely connected to questions of identity, of course on the part of migrants, but also on the part of the receiving population. The identity of groups has always been created by dissociating and segregating foreigners. The ancient Greeks for example called all non-Greeks “Barbarians”. Barbarians were considered as rude and uneducated. Depreciation was inherent to this term, as the contempt of heathens who were condemned to hell after death due to their unbelief. Only Christians could go to heaven.

Political scientist Munasu Duala-M’bedy has been postulating since the 1970s that foreignness is a basic experience connecting all cultures of the world and is part of constituting society. “The criteria of foreignness develop within the frame of a society’s self-conception and form its anti-pole... The problem is comprehensively expressed in the confrontation of the approved with the disapproved, the normal with the anomalous, thus primarily in antinomies.”⁸

Based upon this knowledge, there is a first problem occurring in the context of the integration of migrants: The dissociation of foreigners is essential to the forming of a group or individual identity.

Perception

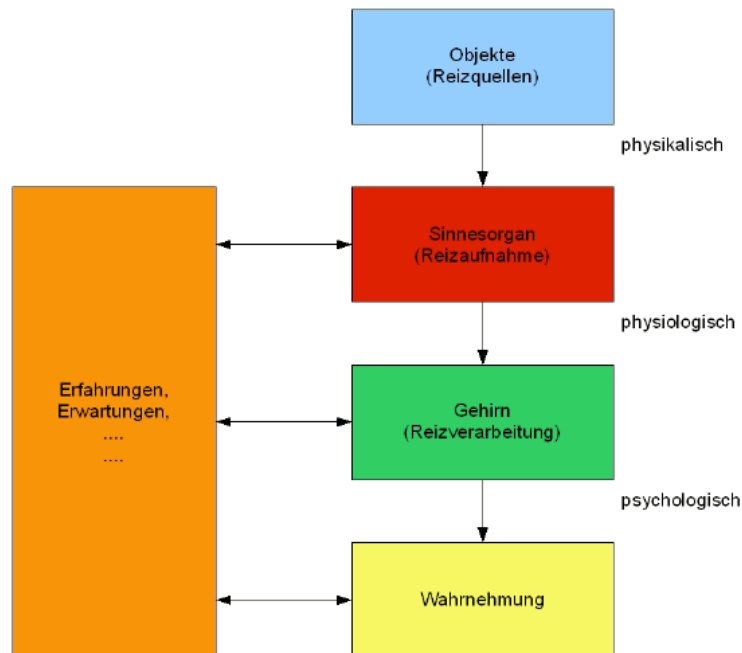
If you have never dealt with the topic of perception, you would normally assume that it is possible to perceive reality objectively. On this basis you try to convince other people of your personal viewpoint – which is, of course, the only true one. It is very common to assume that all people perceive in the same way. This idea transfers a feeling of safety in a confusing world, but impedes successful communication especially with people identified as foreigners.

The psychological and neuroscientific interpretation of perception is to gather environmental information. It is the precondition for us realizing certain objects. The following scheme explains this process of perception.

⁷ <http://platform.imir.de/>

⁸ Duala-M’bedy, Munasu: *Xenologie: Die Wissenschaft vom Fremden und die Verdrängung der Humanität in der Anthropologie*. Freiburg, München: Karl Alber, 1977, S. 21.

The process of perception



The first step is to absorb sensory information by the senses and to pass it on to the brain. In a process which is not accessible for the conscience, the brain is selecting from a variety of incoming stimulations those of probable relevance. The processing and interpretation of this information is based upon available experiences and expectations. Only after this information has made sense in a subjective way, the stimulation is perceived consciously.

In a process which is mainly not accessible by the conscious mind, the brain provides safety and orientation by complementing missing or only vague stimulations. On the other hand the person preferentially perceives stimulations that meet the expectations.⁹

Cultural psychology and transcultural brain research shine a light on a further aspect. Perception not only works in an individually subjective way, but is also shaped by culture. To an extent never before assumed, perception is influenced by ideas, knowledge, attitudes, values and of course language. Experimental research observed the greatest differences between Western and Far Eastern cultures. Asian people perceive their environment in a more complex way than people of Western cultures. Asian people always look at themselves in relation to other people. Objects are processed in the same way as all environmental data and put in relation to each other. Contrary to that, members of Western cultures focus

⁹ Vgl. Manfred Spitzer: Automatik im Kopf. Wie das Unbewusste arbeitet. In: Martin Spitzer / Wulf Bertram (Hrsg.): Hirnforschung für Neu(ro)gierige. Braintertainment 2.0. Stuttgart: Schattauer, 2010, S. 107 – 129. Chris Frith: Wie unser Gehirn die Welt erschafft. Heidelberg: Spektrum, 2010. http://www.wdr.de/tv/quarks/global/pdf/Q_Wahrnehmung.pdf (Script zur WDR-Sendereihe „Quarks & Co“: Wunder Wahrnehmung – von Sinnestäuschungen und Hirngespinnsten. 2005); <http://dasgehirn.info/> (aktuelle Informationen zur Hirnforschung, u. a. interaktives 3D-Modell vom Gehirn)

their attention much more on individual persons or objects. In the West problems are rather solved by logical thinking, in the East by holistic perception. These differences can be traced back to the structure of the brain and may lead to communication problems between people of different cultural spheres.¹⁰

Prejudice

A necessary precondition for communication is to have a first appraisal of the person you want to communicate with. Within split seconds we discern if the person we face is male or female and which ethnic group he or she belongs to. The result influences our reaction. We are strongly influenced by culture. As a consequence we often talk to people of apparently non-German origin in very simple German without regarding their actual language skills.

In order to comprehend their environment, people categorize both objects, such as furniture or fruits, and other people as well. Brain research found out something interesting: If people meet other people or think about them, a certain brain region directly behind the forehead is only switched on, when the other person is trustworthy, friendly or similar. We also use this medial prefrontal cortex when thinking about ourselves. However, if we find other people foreign or unlikeable, the neuronal signals are only low or even absent. Then our brain automatically falls back on stereotypes. This is true both for socially disdained people, e.g. homeless people or drug addicts and for people of a different cultural background, e. g. migrants.¹¹

A survey of the German Institute of Public Opinion Poll in Allensbach carried out in the year 2000 makes plain how great the differences are when appraising familiar and non-familiar persons. The survey asked men and women about the typical characteristics of the opposite sex. They had to make a distinction between men and women in general and male or female persons of their personal context. For example, women appraised 63 % of men in general to be plaintive, but only 29 % of their own personal context. Men regarded 76 % of women in general to be affectionate, but only 40 % of the women of their personal context.¹² The statements made concerning men and women in general were based upon prejudice, whereas those concerning people of their close context were based upon specific experiences.

But this is not only valid for sexual stereotypes. Discoveries of brain research confirm research results of the 1950s concerning the development and impact of prejudices. In the US, Gordon Allport examined the structure and spread of the white, Protestant majority's prejudices against Jews, Niggers (as they were called at that time), Catholics, Communists and other minorities. He identified prejudices as

¹⁰ Vgl. Georg Northoff: Ein formbarer Geist. In: Gehirn & Geist Dossier, Nr. 3/2010, S. 78 – 83; Simone Einzmann: Verschiedene Arten, die Welt zu betrachten. In: Psychologie heute, Heft 11/2011, S. 76 – 81

¹¹ Vgl. „Vergleiche stabilisieren unser labiles Selbst“. Interview mit der Sozialpsychologin Susan Fiske in: Psychologie heute, Heft 2/2012, S. 34 – 39.

¹² Vgl. Elisabeth Noelle-Neumann / Renate Köcher (Hrsg.): Allensbacher Jahrbuch für Demoskopie 1998 – 2002, Bd. 11, München: K. G. Saur, 2002, Seite 92f.

generalizing attitudes leading to hostile actions of a different extent. He identified the following steps:

1. „*defamation*: Most people who have prejudices also talk about them. They freely share their hostile feelings with like-minded and sometimes even foreign people ...
2. *avoiding*: When the prejudices grow stronger, contact with members of the rejected group is avoided, even if considerable inconveniences have to be accepted ...
3. *discrimination*: Here the biased person actively makes impairing differences. He/she wants to keep all members of the rejected group away from certain professions, residential areas, political rights, education, recreation and other social facilities ...
4. *violence*: on condition of enhanced emotiveness the bias leads to different forms of violence
5. *annihilation*: lynxlaw, pogroms, mass murders and Hitler's genocide signify the highest grade of violence by which a prejudice can be expressed.“¹³

As people draw their self-confidence from comparing themselves with others, great social differences lead to status insecurity, envy, fear and social contempt. In the worst case members of socially segregated groups are dehumanized. Today it is possible to prove this dehumanization in thinking via brain scans¹⁴.

Example: Perception and Prejudice in Public Administration

Fortunately, the last level of the Allport scale called “annihilation” leading to genocide is an exception, whereas the first level called “defamation” is quite often lived out in everyday life. When people of German and non-German origin meet who have a negative attitude and stereotypes towards the opposite people group, problems in communication can be expected. For example, if a migrant coming to a public authority expects to be treated unjustly, he will rather behave in a demanding way. If he encounters a member of the administration staff who supposes, that migrants behave inadequately and gets reprimanded by him, the migrant in turn will feel vindicated and behave even more aggressively.¹⁵

The communication partners have entered the communication process with unreflecting ideas, they perceive selectively, they feel vindicated in their assumptions, they react accordingly and so intensify their prejudices. This circle can be por-

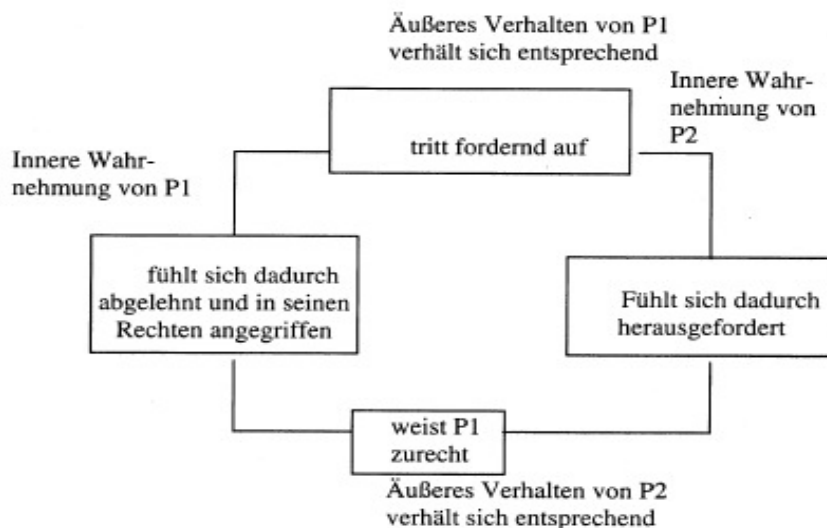
¹³ Gordon W. Allport: Die Natur des Vorurteils. Köln: Kiepenheuer & Witsch, 1971, S. 28f.

¹⁴ Vgl. Lasan T. Harris / Susan T. Fiske: Perceiving Humanity or Not: A Social Neuroscience Approach to Dehumanized Perception. In: Alexander Todorov / Susan T. Fiske / Deborah A. Prentice (Ed.): Social Neuroscience. Toward understanding the underpinnings of the social mind. Oxford: University Press, 2011, S. 123 – 134.

¹⁵ Vgl. Eckart Riehle / Michael Seifert: Stolpersteine interkultureller Verwaltungskommunikation. In: Eckart Riehle (Hrsg.): Interkulturelle Kompetenz in der Verwaltung? Kommunikationsprobleme zwischen Migranten und Behörden. Wiesbaden: Westdeutscher Verlag, 2001, S. 24f.

trayed by the vicious circle scheme of communication psychologist Friedemann Schulz von Thun¹⁶:

Vicious circle between migrant (P1) and member of administration staff (P2)¹⁷



4.3 The social brain

The previous chapter illustrated how subjective perception and the developing of prejudices impede the social acceptance of migrants and thus integration. This could affirm the popular views that both individuals and people groups behave selfishly and inherently tend to fight against each other.¹⁸ A peaceful coexistence of people of different origins or even the generation of a joint new society becomes an illusion.

Neuroscientific research, however, has found out a clear result: The human brain is completely geared to social interaction.

Motivation by social acknowledgement

We have known a system of human as well as animal neural cells called "motivation system" for only 25 years now. Experiments have proved that this motivation system starts with social interactions shaped by trust and fairness, in order to produce vigor and happiness messengers: dopamine mentally and physically transfers the organism into a state of concentration and readiness for action, endogenous opioids cause a feelgood effect, they strengthen the vitality and the immune system, oxytocin causes and stabilizes fixations and effects confidence.

¹⁶ Vgl. Friedemann Schulz von Thun: Miteinander reden 2. Reinbek bei Hamburg: Rowohlt Taschenbuch, 1989, S. 28 – 36.

¹⁷ aus: Riehle/Seifert, a.a.O., S. 25

¹⁸ Siehe hierzu z.B. Richard Dawkins: The Selfish Gene. Oxford: University Press, 1989.

Thus, social acknowledgement leads to wellbeing, motivates for action and strengthens health. In the beginning it was only known that oxytocin is released during birth and breastfeeding in order to strengthen the fixation between mother and child. It is therefore also known as “snuggling hormone”. Today we know that oxytocin increases the cooperativeness of all people and so strengthens the shared identity of the belonging group. Thus, it may encourage the segregation of people of other groups, however, without leading to hostile behavior.

When people feel treated unjustly and do not experience affection or acceptance for a certain time, their organisms can no longer produce sufficient messenger substances for keeping body and soul healthy. These people either get depressive or aggressive.¹⁹

Aggression caused by social segregation

The public usually associates juvenile crime and violence with young men of a migration background. Migration research sees the reason for this liability to juvenile violence in the fact that they are members of a minority and thus have problems to develop their own identity. Growing up in two in parts very different cultures is called “cultural conflict”. But on the one hand it is ignored that bi-cultural socialization may also have positive aspects for personal development. And on the other hand possible reasons on the side of the receiving society are totally ignored.²⁰

Other theories explain the violent behavior of young migrants with an inherent aggressive drive or a learnt behavior. Neurobiological research results disprove these suppositions. Aggressions rather act for survival. They allow for reacting on physical pain. Whenever someone feels socially segregated, a center in the brain is activated, that also shows physical pain. Pain always causes aggression, no matter if this pain is physical or mental. The function of aggressions is to remedy disorders in human relationships.

„The neurobiological significance of human aggression lies within its communicative function: Aggression signalizes that an individual affected by pain or segregation is not ready and able to accept the social rejection he or she has faced. Aggression has to be expressed adequately in order to fulfill its communicative function. If it does not occur in a recognizable context ... the problem it was supposed to solve can even get worse.”²¹

Children and teenagers have fewer possibilities of processing faced rejection cognitively and defending themselves verbally than adults. When they repeatedly face violence or segregation, their brain hardens the perception scheme that our world is a dangerous place. This also leads to hostile (mis)interpretation of a totally neutral behavior of other people.

¹⁹ Vgl. Joachim Bauer: Schmerzgrenze. Vom Ursprung alltäglicher und globaler Gewalt. München: Karl Blessing, 2011, S. 32 – 41.

²⁰ Vgl. Konstantinos Gontovos: Psychologie der Migration. Über die Bewältigung von Migration in der Nationalgesellschaft. Hamburg: Argument, 2000, S. 8 – 22; Haci-Halil Usculan: Riskante Bedingungen des Aufwachsens: Erhöhte Gewaltanfälligkeit junger Migranten? In: Das Jugendkriminalrecht vor neuen Herausforderungen? Jenaer Symposium, 9.-11. September 2008. Eine Dokumentation des Bundesministeriums der Justiz. Mönchengladbach, 2009, S. 187 – 202.

²¹ Bauer, 2011, a.a.O., S. 63.

The aggression apparatus is also activated when we observe someone being treated unjustly or humiliated. The sharing of other people's pain is made possible by so-called mirror neurons.

Mirror neurons

In the beginning 1990s a study group around Giacomo Rizzolatti at Parma University discovered mirror neurons. This neurocellular system forms the neurobiological basis for empathy and intuitive understanding. Mirror neurons form a kind of social feedback system. They are activated by observing other people and thus awaken a reflection of the feelings or physical conditions of them in us – as if they were our own. They imitate the condition of the person we face and let us intuit what is going on inside of him/her.²²

This reflecting process is functioning unconsciously and especially well with familiar persons. Inner representations or images of their ideas, sensations, physical feelings, desires and emotions are generated.²³ With people we are not familiar with, especially from other cultures, these perceptions may lead to erroneous assumptions and thus to misunderstandings and conflicts. As surveys have shown, it is aggravated by the fact that fear, tension and stress reduce the signaling rate of the mirror neurons enormously. Intuitive reactions under stress often aggravate the situation, as they are achieved due to stereotypes and without using the rational mind.²⁴

As portrayed in ill. 2, the following vicious circle may emerge:

- If someone appears unappealing to us we will pass on this sentiment on the subconscious level (at least in the long run).
- The affected person will intuitively perceive this sentiment and will react with negative sentiments herself/himself (most times again intuitively).
- Finally the relationship will probably be negatively affected or even become impossible.

Mirror-imaged feedback reactions are not only possible in personal encounters. "The human mirror systems are subject to an intuitive tendency of adjusting socially. Therefore, social trends may develop enormous dynamics and quickly gain a significance where the belonging to the community will seem to decide. People who have not integrated trendy attitudes, preferences and ideas for action into their pool of neurobiological programs and are not willing to activate personal programs in the sense of this trend will quickly find themselves excluded from the common sphere of understanding."²⁵

²² Vgl. Vittorio Gallese / Giovanni Buccino: Wir und die anderen. Von den Spiegelneuronen zum Mitgefühl. In: Spitzer / Bertram, a.a.O., 43 – 59.

²³ Vgl. Joachim Bauer: Warum ich fühle, was du fühlst. Intuitive Kommunikation und das Geheimnis der Spiegelneurone. Hamburg: Hoffmann und Campe, 2005, S. 86.

²⁴ Vgl. Bauer, 2005, a.a.O. S. 34f.

²⁵ Bauer, 2005, a.a.O., S. 150f.

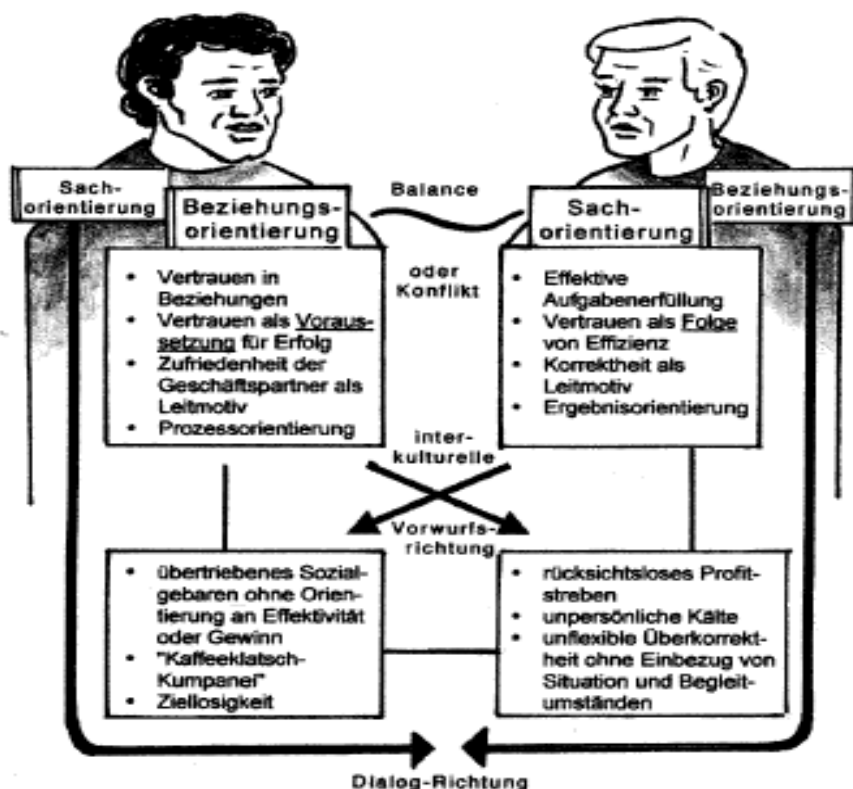
As these above mentioned processes take place internally and subconsciously, it is not easy to make such a complex procedure as the integration of migrants successful by the goodwill of both parties only. At the end of this article I will give some ideas how we can face the mentioned problems on an individual basis.

4.3 Conclusion and solution approaches

This article has made clear that integrating migrants is not a unilateral adjustment process of people with a migration background. The native population also has its part in it. This knowledge only spreads slowly. As on the level of international co-operation especially managers have been trained for quite some time²⁶, so-called "intercultural competence trainings" only spread gradually on a national level.

The goal of these seminars is to raise awareness for cultural differences and to practice culturally sensitive behavior accordingly. Reflecting the personal culture and behavior plays a major part. Friedemann Schulz von Thun's value and development square is very useful for this purpose.²⁷

Value and development square for orientation towards relationships or objects²⁸



²⁶ Vgl. Marion Keup: Internationale Kompetenz. Erfolgreich kommunizieren und handeln im Global Business. Wiesbaden: Gabler, 2010; Dietrich v. Queis: Interkulturelle Kompetenz. Praxis-Ratgeber zum Umgang mit internationalen Studierenden. Darmstadt: Wissenschaftliche Buchgesellschaft, 2009.

²⁷ Vgl. Dagmar Kumbier / Friedemann Schulz von Thun (Hrsg.): Interkulturelle Kommunikation: Methoden, Modelle, Beispiele. Reinbek bei Hamburg: Rowohlt Taschenbuch, 2011, 5. Aufl.

²⁸ aus Kumbier / Schulz von Thun, a.a.O., S. 298

The orientation towards certain values is of different importance in different cultures. Germans, for example, are rather orientated towards objects and Latin Americans rather towards relationships. People tend to perceive negative exaggerations with others. Thus, orientation towards objects may be perceived as impersonal coldness and orientation towards relationships as exaggerated social behavior. The model of the value square offers the opportunity of perceiving the positive characteristics of the foreign culture and in the best case of personally growing into this same direction. It shows a practicable way of integrating migrants.

Independent of according seminars, it is important to become aware of the fact that according to the results of neuroscientific research all people need acknowledgement and affection in order to stay healthy in body and soul. Social acceptance is the best means for reducing aggressive behavior. It is also possible to look for common features even with non-familiar persons for activating the mirror neurons for better empathy and better understanding.

A key factor to successful integration is an appreciating attitude both on the migrants' side and on the side of the native population. Appreciation means to keep in mind the value, i. e. what is actually of importance in what the other person says and does. Appreciation is successful only if both parts are equal, i. e. that communication takes place at eye level. This can lead to a confident togetherness.²⁹

Beyond all individual and cultural differences, for people with a migration background „equal participation chances“ may arise on an individual level, as mentioned in the Second Report on Integration Indicators at the beginning of this article.

²⁹ Vgl. Barbara Mettler-v. Meibom: Wertschätzung. Wege zum Frieden mit der inneren und äußeren Natur. München: Kösel, 2006; Anselm Grün / Paul Ch. Donders: Wertschätzung. Die inspirierende Kraft der gegenseitigen Achtung. Münsterschwarzach: Vier-Türme-Verlag, 2011.

E Country Reports

1 Integration of minorities in Belgium

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1.1 Introduction

Throughout history people have always moved. Migration is a direct result of the will of humans to survive or to live better. As long as people have reasons to move, migration will be part of our lives. If the causes of their departures are not tackled people often have no other choice. We often ask ourselves 'are we making a fortress of Europe, or are we to overindulge?' But one thing is for sure 'even the most radical measures will not prevent migration, our world is the product of migration.

The 21st century is already called 'the century of migration'. Never before people have so often moved. Scientists predict that the numbers of migrations in the coming years will increase. The technology enables us to move at an infernal speed around the world. Unfortunately even today people are often forced to migrate for fleeing a war or natural disaster. Think of the refugees in Darfur and the massive exodus from New Orleans by the arrival of the Hurricane Katrina. And today we are questioning the effect that the north-African democratic revolution will have on the migration to Europe. Due to their uncertain residency migrants have a weak legal and socio-economic status. Before they migrate they often have a plan project for themselves and their family in their new country. The problem is that their project is made out of standards of their country of origin and not adapted to the world they end up. Above that, migration for the native population is commonly perceived as a treatment. Migration is a reality and Belgium is an immigration country. How can we change migration to a win-win situation for both parties?

This report is an overview of or Belgium governance of migration and their integration throughout education and training. In the first part we will describe the concepts we used in this report, so that we can create a clear interpretation for the reader.

1.2 Concepts

Integration

As an answer on the migration policy, the European countries had to develop a migrant policy. Because of the long lasting believe in the 'goodwill' of guest workers going back, the countries entered the fore-part of a coherent migrant policy. In the migrant policy became 'Integration' one of the most important concepts. In Belgium we can actually speak of an integration policy. Who takes a quick look into press bulletins and tries to follow the social and political discussions, bluntest into several concepts who can't be deleted out of the debate.

- Assimilation means that the minority takes over the social and cultural characteristics of the majority so they can completely integrate in the dominant culture. The result is a homogeneous, mono-cultural society.
- Segregation means that a group of migrants in one or more areas of the society are separated from the others. One can easily preserve his own culture because there is no exchange with the guest society. The result here is a multicultural society where all the cultures live next to each other.
- Marginalization means that a group no longer recognizes itself in its own culture, nor in the culture of the host country. These uprooted people have absolutely no grip on their culture and are in search of an identity in which they can restart their life.
- Integration `fitting in new populations in a society without the loss of their own cultural characteristics nor to be isolated of the majority. Integration is participation to the society without the separation of the society (segregation) and without being obligatory pushed into the socio-cultural aspects of the majority (assimilation). Cultural differences should not be an obstruction for participation into the several areas of society. Integration has to avoid assimilation and segregation. The intention is that one does not only evolve to a multicultural society where several groups of people live beside each other, but where several groups of people live with each other and try to 'integrate', in every sense of the word. One strives for a society in which differences are recognized and in which people with those differences learn to be open for the others and with interaction try to 'meet' each other. Multicultural no, intercultural!

		Conservation of its own culture?	
		YES	NO
Contact with the 'guest' society?	YES	Integration	Assimilation
	NO	Segregation	Marginalisation

Migration

Human migration is physical movement by humans from one area to another, sometimes over long distances or in large groups. The movement of populations in modern times has continued under the form of both voluntary migration within one's region, country, or beyond, and involuntary migration (which includes the slave trade, trafficking in human beings and ethnic cleansing). People who migrate are called migrants or more specifically, emigrants, immigrants, or settlers

- Emigration is the act of leaving one's country or region to settle in another. It is the same as immigration but from the perspective of the country of origin.
- Immigration is the introduction of new people into a habitat or population. An immigrant is a person who moves to another country legally.

Minorities

Every large society contains ethnic minorities. Their style of life, language, culture and origin can differ from the majority. The minority status is conditioned not only by a clearly numerical relations but also by questions of political power. In some places, subordinate ethnic groups may constitute a numerical majority, such as e.g. Blacks in South Africa under apartheid. In addition to the "traditional" (long time resident) minorities they may be migrant, indigenous or landless nomadic communities. There is no legal definition of national (ethnic) minorities in international law. Only in Europe is this exact definition (probably) provided by the European Charter for Regional or Minority Languages and by the Recommendation 1201 (1993) of the Parliamentary Assembly of the Council of Europe. However, national minority can be theoretically (not legally) defined as a group of people within a given national state:

- which is numerically smaller than the rest of population of the state or a part of the state
- which is not in a dominant position
- which has culture, language, religion, race etc. distinct from that of the rest of the population
- whose members have a will to preserve their specificity
- whose members are citizens of the state where they have the status of a minority
- which have a long-term presence on the territory where it has lived

International criminal law can protect the rights of racial or ethnic minorities in a number of ways. The right to self-determination is a key issue. The formal level of protection of national (ethnic) minorities is highest in European countries.

Training

The term training refers to the acquisition of knowledge, skills, and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies.

1.3 To understand the present you must know the past: “The history of Belgium’s migration”

From welcoming guest workers to becoming a gate for asylum seekers?

From 1830 until World War I: ‘moving out of Belgium’

Today we know our country as an immigration country. That’s why we often forget that until World War I us Belgians moved to better places. After 1850 we were the largest foreign population in France. Belgian workers were frequent guests of the French employers because they were known for their tremendous manpower and often wanted to work for lower wages than their French counterparts. A new world full of hope called America made its entrance. In the 19th and early 20th century,

especially the northern part of America became a popular destination for emigration. After the independency of the U.S.A the government started welcoming foreigners, they could use new manpower. Many Belgians risked crossing the Atlantic Ocean. Although more Belgians went abroad in the 19th century there were already migrants coming to Belgium. The most immigrants settling in Belgium originated from neighbouring countries.

After World War I

After World War I the immigration to our country increased to unprecedented heights, especially during the interwar period. This was mainly due to the fact that the Belgian government organised recruitment campaigns for foreign worker to work in the coal industry. Many Italians and Eastern Europeans from Poland Czechoslovakia and Yugoslavia were persuaded to migrate to Belgium.

World War II

During World War II immigrants who fled the misery and dictatorships in Southern and Eastern Europe supplemented the Belgian population. Think of Franco in Spain, Poland Pilsudski and Mussolini in Italy. Foreigners were also active in the Belgian Resistance against Hitler. Unfortunately our country also lost many of its immigrants in this war. Between 1942 and 1944 nearly 30 000 Jews from Belgium were deported to Auschwitz and other camps.

After World War II

After the liberation, German prisoners of war were employed in our coalmines to replace the Polish and Russian prisoners. Some Germans stayed in Belgium to live a new life. The prisoners who left had to be replaced by a flexible and undemanding workforce. In 1946 the Belgian government developed an agreement with Italy for the arrival of 50 000 Italian labourers. For each migrant Italy received a certain amount of coal. In 1956 the Belgian government signed a similar agreement with Spain and Greece.

The golden sixties

In the following years the immigration in Belgium reached absolute highlights. The sixties was a period of economic prosperity and can be described as the decade of 'labour migration'. It was the first time Europe was confronted with migrants that came from the outside of Europe. The demand for labourers was so great that the Belgian government was forced to expand its recruitment policies for foreign workers. Between 1961 en 1966 130 000 work permissions were distributed. Mostly Moroccan and Turkish people. Consequently the government counted on money that would come into the country because of the labour migrants. Moreover they encouraged men to come with their women and children. By doing this the Belgian government hoped to increase the birth rate. The government thought that guest workers would invest their wages in the Belgian economy. Moreover, the Belgian government always saw those immigrants as guest workers that would finally return to their native country.

That's why the government's immigration policy in Belgium was never coupled to an integration policy. It wasn't until 1989 that the first official integration policy was presented. Today we pay the price for that late response. There is a lack of under-

standing towards the population of foreign origin, and that could have been avoided or at least mitigated if we had invested in language training and cultural exchange programs sooner. Moreover the policy resulted in making it especially difficult for immigrants to obtain the Belgian nationality. In 1984, for the first time, the Belgian legislation of naturalisation was revised and became easier. In 2000 the Belgian government readapted its naturalisation legislation and made the conditions to obtain the Belgian nationality more flexible. They called it 'the new fast-Belgian act'. Therefore many migrants adopted the Belgian nationality in the past decade. Of course not everyone welcomed this new act.

The seventies and later

After the oil crisis in 1973 a period of economic delay began. The global economy collapsed and Belgium didn't escape from the economic delay. Meanwhile it became clear that the migrants who arrived in the sixties, as guest workers had no intention to 'go home' now that there was no more work for them. That's why the Belgian government announced a 'migration stop' in 1974. People could only come to our country by the right of 'family reunion'. Consequently a period of family formation arrived. Following women and children, the grandparents, uncles and aunts migrated to Belgium. Even today, many Belgians of foreign origin are looking for a partner in their native country and consequently the whole family of the new partner can immigrate. By family reunification and high birth rate, the numbers of migrants in Belgium still increased after the 'migration stop'. The evolution went from 'labour migration' to 'following migration and marriage migration'. Therefore we can describe the seventies as the decade of 'family reunification'.

The 21st century: 'Belgium, the promised land'

Belgium never stopped migrants coming into the country for humanitarian reasons. Asylum seekers can request protection. The moment a foreigner is officially seen as a refugee he is no longer an asylum seeker; he gets the status of a recognized refugee. Most refugees come from Palestine, Iraq, Afghanistan, Sudan and Congo. But that was a new phenomenon in the eighties or 'the decade of asylum'. Asylum is a right, provided in Article 3 of the European Convention on Human Rights and the Geneva Convention. But today the asylum migration has become a social problem. We need a reception service, guidance service and in case of refusals a return guidance service. In addition the number of economic immigrants was still increasing, that's why we can call the nineties 'the decade of transnational migration'. Employers are always looking for cheap labourers for heavy jobs that native workers wouldn't do anymore. People from all over the world are prepared to do the dirty work. Therefore many labourers from the Eastern part of Europe have been coming to fill in those jobs the last couple of years. E.g. to work as a cleaning lady or seasonal fruit labourer. In 2006, 1.003.437 foreigners stayed in our Belgium. That is about 10% of the population. Many people think of the Moroccan and Turkish population at first, but in reality the picture is very diverse. Now that we know where and why migrants are coming, we Belgians have to ask ourselves what direction our policy has to take. The profile of the migrants today is not the same as the profile of the first generation migrants.

1.4 Policy evaluation: the current situation described by the PISA-report

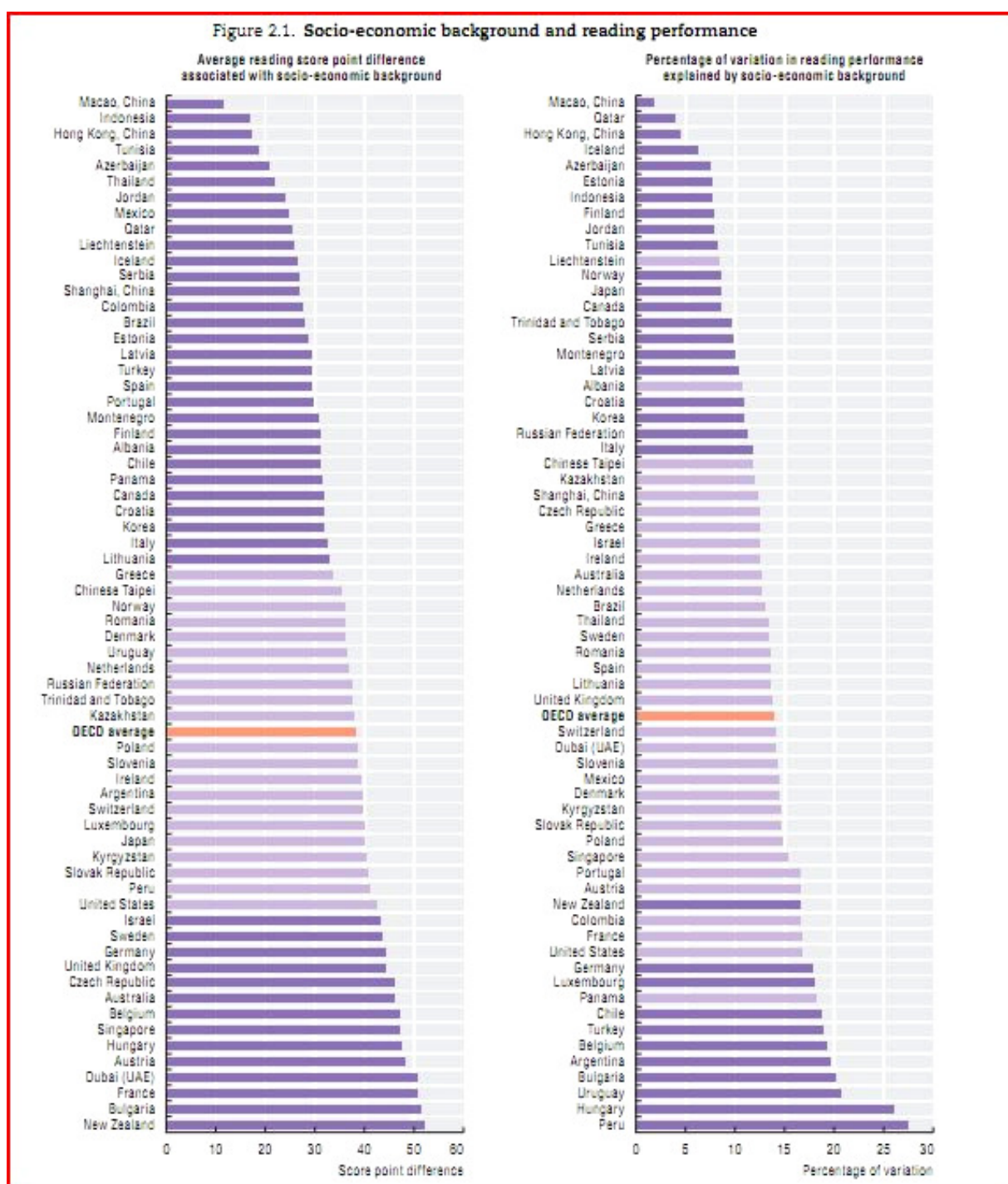
A way to evaluate the integration of immigrants is to watch the performances of immigrants in secondary school. Thanks to the Pisa-report (PISA = Programme for International Student Assessment), we can compare the results of secondary school students in different countries. It is also possible to compare the results of students with and students without an immigrant background within a country, which is especially interesting for this paper. The Pisa studies are conducted every 3 year, the last study was conducted in 2009. The quality, equity and efficiency of 70 countries was measured and around 470.000 students participated. The main focus of Pisa 2009 was reading, but also the student performances in mathematics and sciences were measured. The most important part of the Pisa-study is the second part, which discusses how socio-economic background is related to learning opportunities and outcomes.

Does socio-economic background affect reading performance?

The Pisa-research used two ways to measure how reading performance is linked to social background. The first one considers the average gap in performance between students from different socio-economic backgrounds. As you can see in the first chart of figure 2.1, this gap is the greatest in France, Bulgaria and New Zealand. The gap is also very big in Belgium, far above the OECD average. The bigger the gap, the more the reading performances are most heavily influenced by socio-economic background. However, there is a problem with this method to measure reading performances. In reality it is possible that socio-economically advantaged students perform worse than predicted. They perform better on average, but some of them can perform more poorly. The same problem occurs with socio-economically disadvantaged persons. On average they will perform worse, but some of them can perform better.

We don't have this problem with the second way to measure the impact of socio-economic background on reading performances. The second chart of figure 2.1 shows the percentage of variation in reading performance that can be explained by a student's socio-economic background. For example Belgium's percentage of variation is around 19 percent of variation in student's reading performance can be explained by their socio-economic backgrounds. The OECD-average for example is 14 percent.

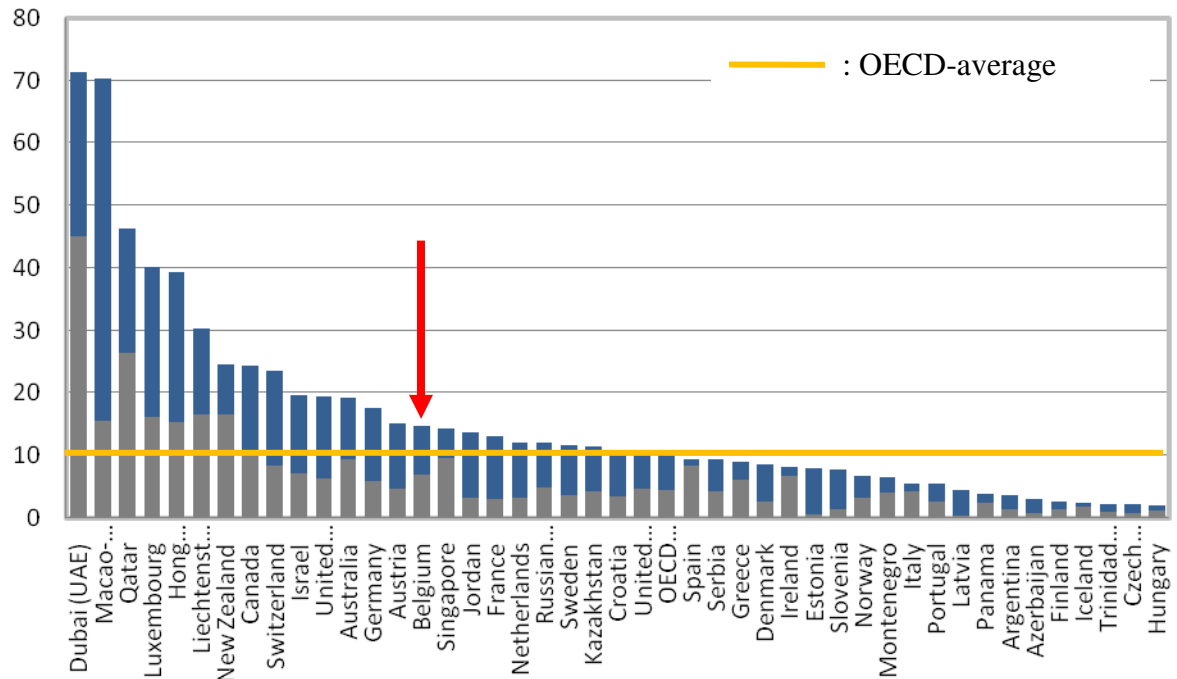
We can conclude that the influence of socio-economic background on the reading competence is greater in Belgium than in the other OECD-countries (see figure at the next page).



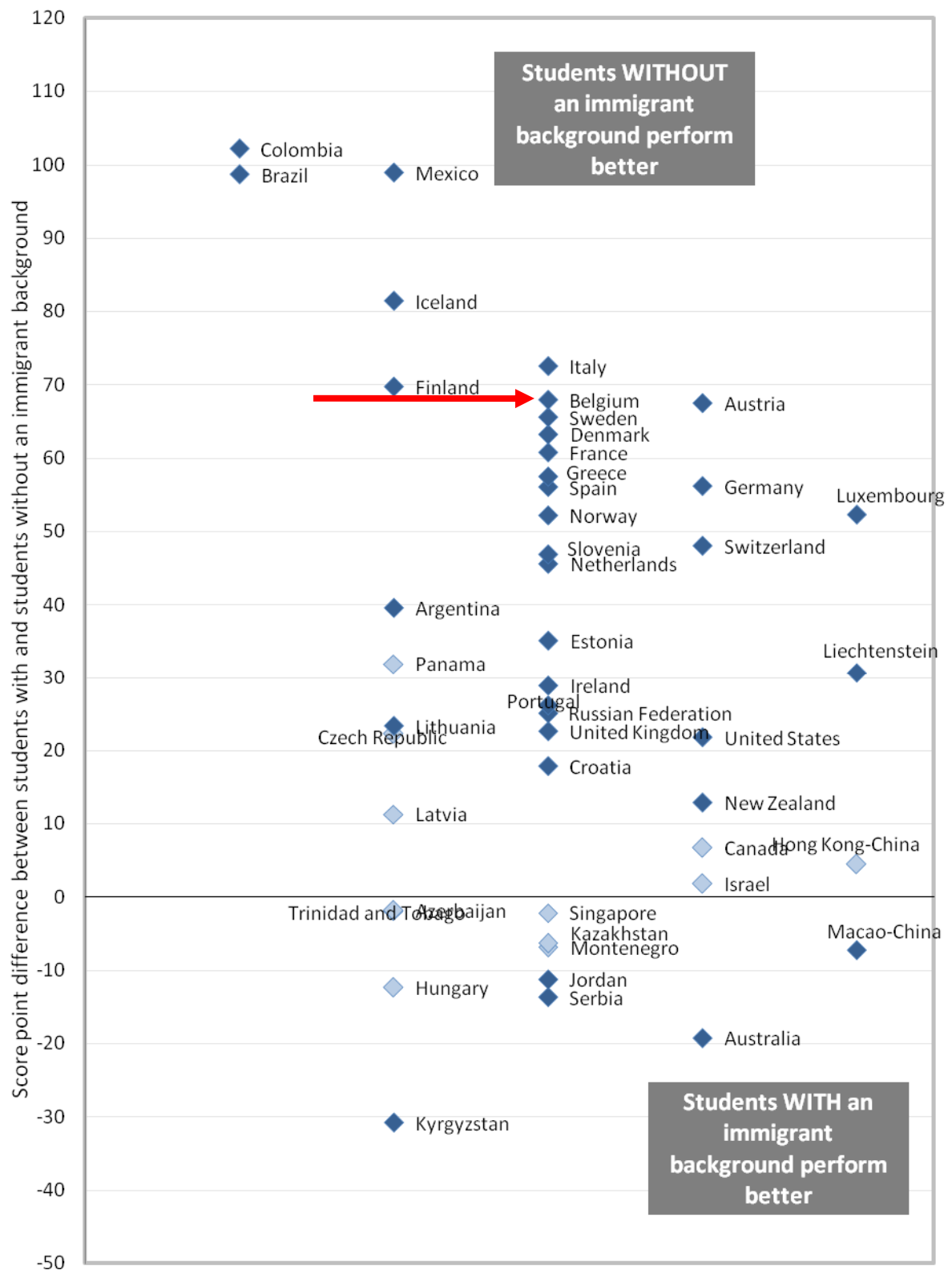
Does immigrant background affect reading performance?

Now we are going to look at the competences of students with an immigrant background. The reason we first discussed the influence of the socio-economic background is that we want to compare the elements immigrant and socio-economic background. First of all we'll start with the chart which shows the amount of students with an immigrant background. The chart shows on the X-axis the percentage of students with an immigrant background, the Y-axis shows the different countries. The grey parts of the bars are first-generation immigrants, the blue parts

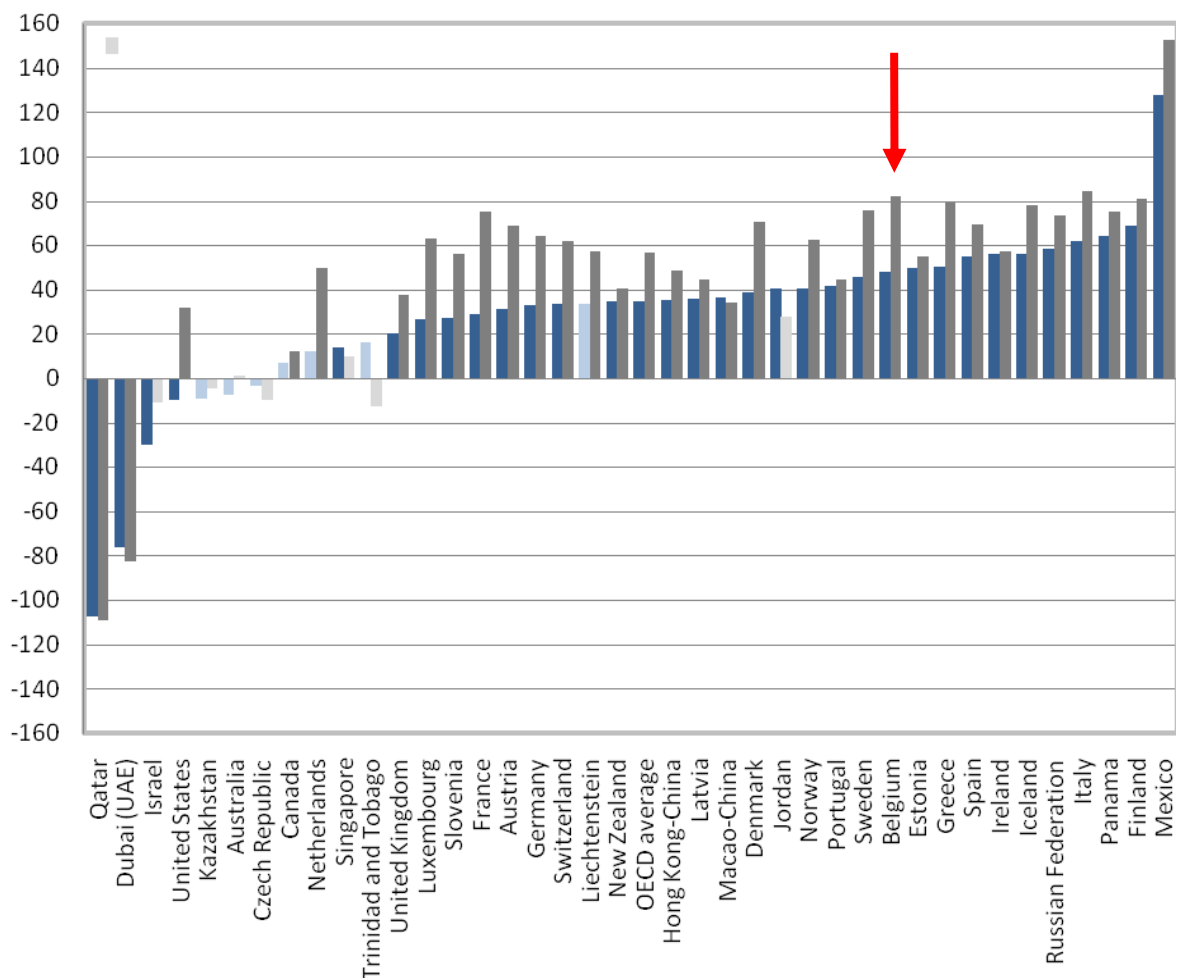
are second generation immigrants. First generation students are foreign-born students whose parents are also foreign-born. Second generation students are students born in the country of assessment but whose parents are foreign-born. We can see that within the student population of Belgium, 15 % has an immigrant background. This is above the OECD-average of 10 %.



The next graph analyses the difference between students with and without an immigrant background, by percentage of students with an immigrant background. In Belgium students without an immigrant background score almost 70 points better than students with an immigrant background, which is quite a lot knowing that the average score on the test is 500. The average gap in the OECD is 57 (see figure at the next page).



In the last chart of this part we'll compare the difference between students without an immigration background and students with an immigration background, but the difference here is that we'll compare the situation before and after taking account with the socio-economic situation. It's important to perceive that only immigrant students who speak a different language at home compared with the language at school have been taken into account. We see that even after the socio-economic situation has been taken into account there remains a gap of more than 40 points in Belgium, which is considered to be a lot.



We already knew that socio-economic disadvantaged students perform worse than socio-economic advantaged students. Now we see that even after taking account for socio-economic background there remains a big gap. This confirms the fact that the education level of immigrants in Belgium is worse than the education level of non-immigrants. The education-deficit of immigrants makes it more difficult for them to find a job in the current knowledge economy. In Belgium, 14 % of the non-immigrant school-leavers finds a job within a year. In the group of immigrant school-leavers on the other hand, only 50% finds a job within a year. It is clear that

a lack of education has a great influence on the rest of the working life of the students.

We know now the current situation in Belgium concerning the educational level of immigrants. Now we can start to analyze the policies in Belgium towards the integration of immigrants through education.

1.5 Guidelines from Europe about integration of migrants

All the Member States of the European Union are affected by the flow of international migration. This is way they have agreed to develop a common immigration policy at EU level. The European Commission made proposals for developing this policy, which have now become EU legislation. The main objective is to better manage migration flows by a coordinated approach which takes into account the economic and demographic situation of the EU.

In spite of the restrictive immigration policies which have been in place since the 1970s in most Member States, large numbers of legal and illegal migrants have continued to come to the EU together with asylum-seekers. This is way the EU had to set up initiatives to fight illegal migration. But the EU also recognised that we need migrants in certain sectors and regions in order to deal with economic needs. In 1999 in Tampere (Finland) the European Council set out the elements for a common EU immigration policy.

Those are:

- Based on a comprehensive approach to the management of migratory flows so as to find a balance between humanitarian and economic admission;
- Fair treatment for third-country nationals aiming as far as possible to give them comparable rights and obligations to those of nationals of the Member State in which they live;
- A key element in management strategies must be the development of partnerships with countries of origin including policies of co-development;

This was confirmed in 2004 with the adoption of the Hague programme. The objectives where strengthening freedom, security and justice in the EU for the period of 2005-2010.

The first step in creating a common EU immigration policy

The European Commission presented in November 2000 a communication to the Council and the European Parliament in order to launch a debate with the other EU institutions and with Member States and civil society. The communication recommended a common approach to migration management which should take into account the following:

- the economic and demographic development of the Union
- the capacity of reception of each Member State along with their historical and cultural links with the countries of origin;
- the situation in the countries of origin and the impact of migration policy on them (brain drain)

- The need to develop specific integration policies (based on fair treatment of third-country nationals residing legally in the Union, the prevention of social exclusion, racism and xenophobia and the respect for diversity).

In 2001 a new communication proposed an open method of coordination for the community immigration policy

The goal of this communication was to encourage the exchange of information between the Member States on the policy implementation. The procedure contains reaching agreements on a number of European objectives or guidelines which Member States would then incorporate into national action plans which would be reviewed on a regular basis.

The main achievements during the period of implementation of the Tampere programme (1999-2004)

The directives that were set up by the Council:

Legal immigration directives

- Family reunification: In 2003 the right to family reunification entered into force. Member States legislation had to comply with this Directive not later than 3 October 2005.
- EU long-term resident status: A long-term resident status is created for third country nationals who have legally resided for five years in the territory of a Member State entered into force on 23 January 2004. Member States legislation had to comply with this Directive by 2006.
- Students: The admission of third-country nationals for the purposes of studies, pupil exchange, unremunerated training or voluntary service was adopted by the Council on December 2004. Member States' legislation must comply with the Directive by 12 January 2007.
- Researchers: the facilitation of the admission of researchers into the EU was adopted in 2005
- Integration
- Integration and employment: In 2003, the European Commission adopted a policy paper on immigration, integration and employment in which it called on the EU member states to step up their efforts to integrate immigrants.
- The creation of National Contact Points on Integration: This is a Forum for the exchange of information and good practice at EU level with the purpose of finding successful solutions for integration of immigrants in all Member States and to ensure policy co-ordination and coherence at national level and with EU initiatives.
- The creation of a Handbook on Integration for policy-makers and practitioners:
- The objective of the handbook is to act as a driver for the exchange of information and good practice between stakeholders in all Member States. This is compiled in cooperation with the national contacts points together with regional and local authorities and non-governmental stakeholders.
- The creation of 'A common Agenda for Integration': This is a framework that provides communication and new suggestions for action. Member States are encouraged to strengthen their efforts with a perspective to developing comprehensive national integration strategies, while new ways of ensuring consistency between actions taken at EU and national level are proposed.

- The setting up of reports on Migration and Integration which provides an overview of migration trends in the European Union. This results in an analyze on changes and the descriptions on actions taken regarding the admission and integration of immigrants at national and EU level in the calendar year 2004.

Relations with third countries:

- Readmission agreements: Those are a number of agreements who have been concluded with countries (Hong Kong, Macao, Sri Lanka, Albania). Negotiations with several others are ongoing.
- Assisting third countries: In 2004 the EU adopted a Regulation establishing a program for financial and technical assistance to third countries in the area of migration and asylum, called the 'AENEAS'.

Finally, it is important to note that the common EU immigration policy does not apply to Denmark which has decided to opt out of Title IV of the Treaty establishing the European Community. The UK and Ireland decide on their involvement on a case-by-case basis (possibility of an 'opt-in').

1.6 Current integration policy in Belgium: Integration & educational problems Belgium has to deal with

Learning disabilities in secondary education

In the part Laurens explained, we have seen that students with an immigrant background perform worse than students without. This is partly due to the socio-economic background of immigrants, but even with taking account for the socio-economic background, there is a relatively big gap between immigrants and non-immigrants. These learning disabilities of immigrants in secondary education have its impact in the inflow of immigrants in higher education, which is a big problem for the chances of immigrants on the labour market later on.

The inflow of immigrants in Higher Education

Young people of foreign origin are poorly represented in Higher Education. First of all, only one in six starts a training in higher education, compared to one in two for young people of Flemish origin. The same evolution occurs with adults who wants to start a retraining course.

The findings of the TIES research to Turkish & Moroccans of the second generation in Antwerp and Brussels – Belgium's biggest cities – indicates some weaknesses in Belgians integration policy.

The researchers made a comparison between natives and immigrants. This report showed that the success rate for young people from Turkish or North African origin is 20%. For other young people from foreign origin the success rate is 33%. For Flemish it's 60%

There are three main causes of this problem. First, immigrant youth often come from lower social economic environment, so they have a lack on role models on which they can rely. They also often have a problematic school career in secondary school: study delay, b certificates, etc. Consequently they are less tended to follow further courses at university or college. Finally, immigrants and other ethnic

minorities often have a big language delay and a smaller general knowledge than natives.

1.7 What does the Belgian government do?

Integration through education in Flanders

The GOK-decree is, free translated, the decree of equal opportunities. It is based on three pillars. The first one is this of the right to enroll. The aim of this pillar is to give lower class – like immigrants – access to better school and to counter elite formation. The decree determined that a school can't permit a subscription if it refused a subscription previously. This to avoid that a school only permits natives and refuses the immigrants or lower class people.

This first pillar missed its target in the beginning because immigrants didn't knew the new rule. So natives were quickly registered so schools were full before immigrants found the way to school to register themselves.

The second pillar is care. Schools should develop a comprehensive care aimed at underprivileged children. Therefore the Flemish government subsidizes three trainings institutions to support teachers in their social task.

The third and last pillar is this of 'dialogue': measures won't be imposed from superiors: the local school has a big autonomy (and responsibility) to elaborate measures.

Beside, the GOK-decree created LOP's, which are local consultation platforms. They are created by the Flemish government, but operate at a local level. The LOP tries to offer all students equal chances to develop themselves. At the same time the LOP attempt to counter each form of exclusion, discrimination and social separation. It gathers all education institutions from the region and a wide range of local organizations committed with equal chances in education. The LOP's have a research task: they analyze the local situation of equal education opportunities. Next to this research task, the LOP also give advice, have a mediating and supporting role.

The integration decree of 2009

The decree points at immigrants and people who live in caravans (like roma's). It follows, just like the GOK-decree, three main lines. The first pillar is emancipation: the integration policy aims at proportional participation in society of minorities. Accessibility is the second one: public facilities should be accessible for all citizens, independent of their origin. Living together in diversity is the last pillar. The Flemish government wants to increase the social cohesion. The tool government uses for this are awareness campaigns. The decree also designates the local governments as important actors in integration policy (further more).

'Kruispunt Migratie-Integratie' is an organization that supports the integration centers and services. It formulates policy advice to the government and has a coordinating role in order to tune policy.

‘Ambassador operations’

Immigrant students are underrepresented in higher education and in adult education. One of the causes for this is – as we have seen – the lack of role models in their direct environment. Therefore, the government started this project. Groups of students or graduates (immigrant or native) tell about their school career and their experiences in higher education. They are, in fact, the role models for ethnic minorities. They sensitize them to obtain a secondary diploma and to consider the step to higher education / adult education

Integration through job-training in Flanders

The Flemish Community introduced in the year 2002 the decree about proportional participation on the labour market. The decree aims on giving chances to minorities such as immigrants. Below we will discuss the different projects. The government and its two competent ministers (Muyters: minister of work; Van den Bossche: minister of social economy) started some projects to stimulate diversity:

- ‘Job Canal’ is an organization that helps to increase the diversity on the workplace.
- LOP’s: Local Consideration Platforms: these platforms are instituted by the Flemish Community, but the LOP’s work local. (*further more*)
- The metal & construction sector have made a deal to increase diversity.

The VDAB is the Flemish Service for Employment and On-the-job-training. It offers an intensive and individual accompaniment to jobseekers outside the European Union. These education programs include specific trainings and courses Dutch for foreign speakers. The aim of these programs is to increase the communication and the professional skills of foreign speakers.

Local policy: Ghent

The policy about integration and education is made on the Flemish level. Important here was the GOK-legislation made on the Flemish level. A good policy is only effective when it is well implemented. The implementation of higher policy is one of the main tasks of the local administrative level. Besides the implementation of higher policy, the local level also creates its own policy. In this part we will mention both functions of the local administrative level within the integration by education. We will use Ghent as our example because it is the city where our college is located.

We’ll start with the first aspect, implementation of higher policy. The GOK-legislation created the establishment of LOP’s (local consultation platforms), of which you had more information above. LOP’s are the main instrument to implement the GOK-legislation. There are two LOP’s created in Ghent. One for the primary and one for the secondary schools. The LOP’s collect all the education providers of Ghent and a wide range of local organizations who deal with equal opportunities in education. An example of such a local organization is the team work and education, who has as goal to minimize the gap between immigrant and non-immigrant students. Also, in the LOP’s of Ghent seats are reserved for migrants. The LOP’s have a research, advice and support task.

The LOP's create the opportunity to implement the GOK-policy. This is necessary, because the situation varies within Belgium. Ghent is one of the bigger cities in Belgium and we see that there are more immigrants in the schools of Ghent than in an average Belgian school. We see this pattern in all Belgian cities. At the primary school for example, the level of children who don't speak Dutch at home is 30 %. Another specific problem in the schools of Ghent is that the better schools have to refuse subscriptions because there aren't enough places. In Belgium all the children have the right to subscribe at the school of their choice. In reality there aren't enough places in some schools so only the first subscribers have the opportunity to study at a certain school. In 2007, 56% of the refused subscriptions were subscriptions done by children with an immigrant background. It looks like immigrant parents systematically are too late to subscribe in the school of their choice. A third problem in Ghent is the amount of children that live in precarious circumstances. There are 573 children in Ghent who live and go to school in precarious circumstances. These children are members of 376 families, but 144 of these families are Rom-families (situation in 2007). This is a lot if you know that this is nothing less than 60 % of the total amount of Rom-families.

These three examples show the specific issues a city as Ghent has to deal with. There are several initiatives who deal with these issues. Besides the LOP's there is a diversity of local initiatives that support the integration of minorities. The totality of initiatives created by the city of Ghent and third parties with the goal of protecting social rights is aggregated in the 'Lokaal Sociaal Beleid' (Local social policy). One of the main goals of the 'Lokaal Sociaal Beleid' are the growth opportunities of children.

To end this chapter we'll show you two of the initiatives that have been done on the local level in Ghent. The first initiative is extra language support. Organizations that offer extra language support receive aid of the city of Ghent. An example of such an organization is VZW Roeland, this organization offers summer camps to improve the Dutch knowledge of immigrants. The second initiative is formation done by the integration service of Ghent. They gave formation about ethnic-cultural diversity to 2462 participants. A majority of the participants where schools from Ghent.

What has the government planned to do?

The government and its ministers set a range of objectives at the beginning of their legislature. During and at the end of the legislature, their policy will be assessed. External evaluators like universities, research institutions and international organizations (for example the OESO) screen governance policy. But also the government evaluates its own policy by comparing the proposed goals and the results of their policy. Evaluation is very important, especially for complex topics like integration and its link with education. This process of evaluation results in policy notes and –letters.

The policy notes of two Flemish ministers are important in this paper: the one of Pascal Smet, minister of education and the one of Philippe Muyters, minister of integration.

Pascal Smet pays a lot of attention to social disadvantaged groups in his policy note for 2009-2014.

Its policy note contains two main objectives: participation and knowledge of languages. First of all, he wants to stimulate the participation of disadvantaged groups in higher education. One of the means who should lead to a higher participation is a better knowledge of the Dutch language. This with the help of resources of the incentive fund ('het Aanmoedigingsfonds'), which is a central Flemish institution. Besides, the stress is put on the knowledge of two foreign languages: preferably French and English. Secondly, the purpose is to continue the use of OKAN-classes. These are classes which are accessible for foreigners aged 12-18 years. Its aim is to increase the Dutch language skills of foreigners. The curriculum is practically oriented: the students learn basic sentences they can use in daily life ('het dagelijksleven'). In this way the OKAN-classes should help to integrate foreigners in our society. Government also hopes to ease the flow of foreign students to higher education.

Philippe Muyters, Flemish minister of work, also has two main goals. The so called 'work first' is the first one. The purpose of it is to guide ethnic-cultural minorities to appropriate jobs. The other goal, 'train first', puts the stress on combining work with an appropriate job training. Muyters wants to obtain these goals with a systematic screening on language skills and counseling.

1.8 The dimensions

Legal dimension

- The Decree for mutual educational opportunities (GOK-decree)
- Parent involvement
- Financial accessibility of education
- Linguistic diversity and how to deal with it
- Education for new foreigners
- Education for students without legal stay
- Roma and education
- In- and outflow of foreign youngsters to higher education
- Adult education
- Recognition of acquired competences and qualifications

The decree for mutual educational opportunities

The purpose of this decree is to give all children, students, youngsters, equal chances for education. It controls:

- the right of registration: each parent can register his child in a school of own choice;
- the foundation of Local Consultation Platforms to help realize the decree.

Schools get extra support based on equal-chance-indicators to help students who have difficulties to get started. These indicators say something about the socio-economic situation of the student.

Parent involvement refers to the mutual relation between parents and school: the attitude of the parents opposite the school and the education in general and the attitude of the school opposite the parents. In education it is generally assumed that a strong parental involvement improves the well-being, learning opportunities

and outcomes of the child. The government gives a lot of attention to parent involvement, meaning to intensify it:

- Parent involvement is an important subject in the Decree for mutual educational opportunities
- The obliged commitment statement between parents and school

Not only the Decree makes education more accessible, also the government tries to improve the accessibility by lifting the financial thresholds for a large group of students. For nursery, primary and secondary education it's about:

- Education allowances
- Maximum bill

Also for higher education there are series of financial measures.

Education allowances:

- Since the 2008-2009 parents can also apply for grants for nursery school education and part-time secondary education.
- A family-file is opened: if a child meets the conditions, then that is true for all brothers and sisters.
- Parents can submit a file the entire school year.

For pupils who do not have the Belgian nationality there are nationality requirements.

The access to pre-primary, primary and secondary education is free. But during the school year there are also costs for the parents. To prevent that these will be too high, there is a maximum billing for the nursery and primary education. The maximum bill fixes the maximum amount that the school can ask the parents for activities in- and outside the school walls. For secondary education there is no maximum bill.

For higher education there are also measures to increase financial accessibility (scholarships, student grants, etc.).

Linguistic diversity and how to deal with it

In Belgium there are clear status-differences between languages:

- For languages like English and French is multilingualism seen as an added value.
- For Turkish and other foreign languages they speak of the non-native nature as a problem.

Teaching associates people whose native language is non-dutch very quickly with educational arrears, especially if their language is no majority language. The Flemish government considers knowledge of Dutch is essential. The Flemish Minister of Education sets out measures to further improve the Dutch language proficiency.

Furthermore, the Minister of Education wants to intensify the learning of foreign languages. It involves only the English, French and German language. On further developing and deploying languages of immigrant minorities (such as Arabic, Farsi and Turkish) he speaks not.

Education for new foreigners

All minors who reside in Belgium, are subject to compulsory education: even foreign minor newcomers. Even those without legal residence documents. Some schools offer customized reception classes for foreign minor newcomers. In secondary education is done in separate reception classes. Reception Desks indicate minor newcomers the road to reception classes. The approach from primary education differs from that in secondary education:

- Newcomers in secondary education receive one year long reception classes in separate reception classes. The newcomer is learning Dutch and other school skills. After one year reception education the student flows into mainstream education.
- In primary education they do not work with separate reception classes. Newcomers are most of the time with the other children in the classroom. Schools with sufficient entrants receive additional resources. These are used to give new entrants extra guidance for a few hours a week. Again, the promotion of linguistic and social integration of the newcomer is the basis.

Foreign minor newcomers go after one year of reception to the mainstream education. In the secondary education they get one year additional support. The newcomers are followed up by their personal coaches.

Education for students without legal stay

All minors have the right to get education in Belgium. A school may not refuse the registration of a student because he has no valid residence documents. The diploma that the student achieves in school or through the Central Examination is valid. Adults have no enforceable right to education. They are dependent on the schools admission policy.

Roma and education

Schools, services and self-help organizations in Belgium are pointing out that Roma-children have difficulties to participate in education. Examples:

- frequent absences,
- absolute truancy,
- to come too late for school,
- unpaid bills.

The schooling problems are more frequent with Roma-students than with other students in the same situation (like children without valid residence documents). Many international reports and European recommendations state that all European countries urgently need to take local action to integrate Roma children in education.

In Belgium, there are several projects to bring Roma children closer to education (eg. the 8 in Antwerp, Ghent schools consultation Roma). The government is conducting an overall policy on schooling and truancy. A specific approach to complement the general policy is needed. The government provides schools extra resources to assist Roma children. But they must prove that the pupils in question are Roma.

In- and outflow of foreign youngsters to higher education

Young people of foreign origin are having difficulties to find the road to higher education:

- only one in six starts with a study in higher education
- opposed to one of two young Belgians.

With adults who want additional training or retraining, we see the same: new and old immigrants do not find their way to the institution of higher education.

Not every foreign student gets the finish line. These are pass rates for first year higher education:

- young people from the Turkish and North African region: 20% passed
- other minority youth: 33%
- Flemish youth: 60%.

There is an accumulation of risk factors:

- immigrant youths often come from lower socio-economic backgrounds. They have a lack of strong role models in their immediate environment;
- they often have a problematic school career behind him: a delay, grade retention, B certificates;
- they often have a less strong pre-training, greater linguistic problems, a less well-run study process.

In its policy paper (2009-2014) Minister of Education Pascal Smet says that he wants to increase the participation in higher education, particularly of young people from disadvantaged groups. Some examples of existing measures:

- An incentive fund for higher education with additional resources for colleges and universities. These funds have been earmarked for the recruitment, promotion and out flux of disadvantaged groups for higher education.
- Projects that improve the inflow, through flow and outflow of disadvantaged groups in teacher training will get additional funding for three school years.

Adult Education

People with different origins want or have to combine work and study. Full-time study is often not financially viable. With a training in adult education they enhance their skills and their talents. They enhance their employability. Adult education can also be a good preparation towards a bachelor or master degree, for example for newcomers.

Adults can have a recognized degree, diploma or obtain a certificate

- through higher education,
- through adult education there are three levels:
 - ✓ basic education, organized by the Centre for Adult Basic Education (www.basiseducatie.be),
 - ✓ secondary Adult education, organized by the Centre for Adult Education (CVO),
 - ✓ higher vocational adult education, also organized by the CVOs.

What barriers are there?

- The combination of learning and work is hard and heavy
- The offer of training in Dutch is too less tailored to the sector where the person works or wants to work
- Some people have a wrong impression of the course
- Studying is hard financially

Recognition of acquired competencies and qualifications

People who have studied in Belgium or abroad, or people who have learned their trade through experience are able to shorten their studies or they are even able to work directly. That is possible. But then they have to let their acquired qualifications or acquired competencies get recognized.

- AAL = Accreditation of acquired competences.
Competencies: all your knowledge and understanding, skills and attitudes.
You acquire them not only via education, but also in your profession, volunteering or study.
- AAN = Accreditation of acquired Qualifications:
 - ✓ credit certificates
 - ✓ certificates
 - ✓ all domestic or foreign study evidence to indicate that someone has passed a formal learning.

Recognition of acquired competencies and qualifications offers many advantages:

- For those involved: personal, social, economic and in the educational context they get more opportunities, perspectives and recognition for their knowledge and ability. For new and established migrants with overseas qualifications and skills acquired, such recognition may be crucial for a better social position.
- For employers: they get a better understanding of the skills of (potential) employees.
- For education: it can develop more accurate learning schedules for students, will be more accessible to certain audiences.
- For society: the development of the knowledge society is encouraged, talent will find his place easier in our society, professional mobility is promoted.

Psychological dimension

When we look at integration on the psychological level, a few things come to mind. In this part of the paper we will take a closer look into the problems of integration of migrants, in particular how migrants experience the integration and how the local population reacts to these people.

What is the main reason to migrate to Belgium?

First of all we discuss why migrants want to stay in Belgium, this could be because of the political, economic or personal circumstances in the native country. In these cases most people flee from their country. If there is a lot of violence or political instability that may endanger their lives, people tend to flee. It's also possible that people migrate because of personal issues in that country that are severe enough to move so their lives should not be endangered. People also migrate when their country is going through an economic recession and the inhabitants need to find a

job to provide for their selves or their family. When they arrive in Belgium, they have already improved their circumstances and so they will stay permanently or for a short period of time.

Secondly, when people live in miserable circumstances, they migrate in prosperity of a better life for themselves or for their family. When we look at the social system in Belgium, we see that we offer our citizens a lot in comparison with other countries. This makes Belgium a very interesting country to migrate to. Once they get here, they like the system and so they stay. The services that the Belgian government offers are significant, in comparison to what their native countries offer.

When people have migrated to Belgium they start to integrate. They usually find a job and make social interactions. They start to build a new life. Once that has happened and they are pleased with the current circumstances, people will not tend to move to their native country.

Belgium is also known to be a very open country regarding the integration policy. A well-known fact is that we have a unique social system. We have unemployment benefit, illness payment, child benefit, retirement pay, maternity leave and lots of other systems to support the inhabitants of Belgium in hard times. This has the negative effect that a lot of people move here because of those factors.

In the following topics we discuss the psychological effects of migration on the level of contact between the indigenous population and the migrated population.

How do migrants feel about the migration to Belgium?

Migrants are faced with a lot of problems when they migrate to a foreign country. There are two differences in origin of the migrants, there are the ones that have the same culture as we have and the ones that don't.

Those with the same culture (European migrants) are faced with the difference in language and social differences. They usually fit in the society relatively quick. Their social skills are apart from small differences very close to our way of living.

Not-European migrants also have to learn the language, the way we live, the political changes, the way we treat each other, our manners and habits... Those changes may be hard to learn, and some people reject to adapt to those differences. We encounter these problems mostly with migrants that have a different religion.

The majority of migrants (60%) have the perception that they have to achieve more to be treated equally. 52% of the migrants have the feeling that they represent the whole group of those who have the same origin and 75% have the feeling that the Belgian population looks at these people like they are all the same. The actions of one individual influences the whole community. This results into social and economic discrimination and shows us that not everybody is given the same chance. To conclude, 62% of migrants think that Belgians have an advantage just because they are native inhabitants of Belgium. These numbers can conclude that a migrant has a negative representation in the economic life.

How does the Belgian population feel about the migrant population?

When we look at the amount of migrants in Belgium, we see that most of the migrants originate from the Netherlands and France, followed by Moroccans, Poles, Turks and Germans. The most visible groups of migrants are the Turks and Moroccans. They came in the footsteps of the Italian migrants to do the work that the inhabitants refused to do. When the recession came in the seventies, the labor flow stopped. Nowadays, when migrants migrate to Belgium, it is for family reunification.

When we look at the geographical location of the most visible group of migrants (the Turks and Moroccans), we can see that they form groups in cities. This results in a strong cultural division between the Belgian community and the foreign migrants. The less visible part of the migrants is less united in the cities.

We see that about 12% of the Belgian population is not happy with the cultural mix in the cities. Only in Antwerp we notice a stronger dislike of migrants. Here, the number goes up to 20%, which is partly due to the strong influence of the political party named "VlaamsBelang". VlaamsBelang is the most right-winged party of all the political parties. In the elections of 2007 they managed to acquire 11% of the votes, good for a third place in the ranking of the greatest political parties. In the last elections (2010), this number has been reduced to 8%. They are now on the seventh place of the greatest political parties here in Belgium. A positive evolution we may say.

A change has come to Belgium. Due to the lack of a government, there is no decent policy worked out for selection procedures and the integration of migrants. That lack of policy is the cause of some problems. Foreigners all around the world see Belgium as a paradise to migrate to. The expectations are high, and too many people are trying to get in. This problem can only be stopped by making tough choices concerning the migration politics.

A negative result of the overflow of migrants is that there is a phenomenon called racism entering our society. People start to discriminate these people mostly based on the color of their skin, not based on the origin of the foreigners. The increasing numbers of migrants is causing people to despise the foreign population. This results in physical as psychological violence. The migrants are not given the same chance as the indigenous population in terms of finding a job, getting a loan etcetera. It's a strongly rising problem in Belgium. In the last year we have encountered several problems. For example, in these days of bad economic times 48% of the migrants have the impression that Belgians believe that they are stealing their jobs. There are also rising a lot of discussions concerning the cultural differences between these people. A recent topic was the ban of kerchiefs in a public school in Antwerp. This was followed by a big political discussion and small riots in some schools with a great density of Islamic students.

Social dimension

The Law on Social Integration strives for maximum integration and participation in society. The PSWC avails of powerful instruments to meet this goal, such as employment, but also of means to promote socio-cultural participation and to cross the digital divide

Every community's PSWC (Public Social Welfare Centers) has the duty to guarantee the right to social integration to all persons who do not have sufficient resources and who fulfil all legal requirements. The aim must be to achieve maximum integration and participation in society, for which the PSWC avails of three important tools: employment, living wages and an individualized project for social integration, either separately or combined

When the law of 24 May 1994 on the establishment of a waiting register for foreigners alleging or applying for refugee status entered into force, all asylum seekers could be entered into one single register, aiming to realize a harmonious spread of the asylum seekers across all municipalities. Both the distribution plan and the assignment of applicant political refugees to a PSWC are decided by the Foreigners' Office. As for recognized refugees and foreigners, competence lies with the PSWC of the actual residence.

The allocation only imposes an administrative residence. No actual residence is imposed on the applicant. The constitution guarantees freedom of domicile for applicants who are therefore completely free to choose.

What kind of support can be granted by the PSWC?

- Living wages (law of 26/05/2002): for recognised refugees and foreigners registered in the population register
- Financial support (law of 02/04/1965): for asylum seekers and foreigners registered in the register of foreigners
- Contribution to medical expenses: for asylum seekers filing an application and who cannot join a health service
- Contribution to urgent medical expenses: asylum seekers who have exhausted their rights of appeal and who are staying on the Geraardsbergen territory, can after possible contribution of the health care service, apply for coverage of their urgent medical expenses
- Child allowance and birth premium: for asylum seekers and foreigners who have not resided in Belgium for an effective and uninterrupted period of five years.
- Housing premium: asylum seekers settling in Belgium for the first time and on the PSWC territory are entitled to a one off housing premium

There is a primary civic integration programme and a secondary civic integration programme. The primary civic integration programme consists of:

- A social orientation course
- A basic Dutch as second language course
- Career orientation
- Programme counselling

During the social orientation course the persons integrating get to know Flemish and Belgian society. Part of this training is aimed at practical things such as: How do I use public transport? Where do I find medical assistance? What care and educational facilities are open to my children?

Participants are taught the know-how and skills needed to actively engage in society. The learning needs and prior skill levels of the persons integrating are each time used as the basis. Persons integrating who have school-going children for

example will have more questions about education than a single person integrating who is looking for suitable medical care for his sick mother.

The answers to questions and learning needs are not just read out by the teacher. Participants are expected to actively contribute to the lessons. They are required to find solutions for problem situations, both on a self-reliant basis and by working together with their fellow course participants.

Apart from knowledge and skills, values and standards also assume a central place. It is important for persons integrating to know the values and standards on which a diverse Flemish and Belgian society is based.

Dutch as second language

During the civic integration programme, the persons integrating can acquire basic knowledge of the Dutch language. In order to determine which type of 'Dutch as second language' (NT2) course is best suited, the welcome office calls on the advice of 'the Huis van het Nederlands'. To this end, a consultant from the Huis van het Nederlands conducts an intake interview with the person integrating.

Low-skilled people or 'slow learners' are referred to an adult basic education centre. The standard course involves 240 teaching periods. Highly educated people or 'fast learners' are referred to an adult education centre, where they can take a standard course involving 120 teaching periods. Persons integrating who wish to start higher education and who comply with the admission requirements for higher education can enrol in a course involving a maximum of 90 teaching periods. These courses are organised by university language centres. For illiterate persons or very low-skilled persons integrating, an NT2 programme comprises 600 teaching periods.

Career orientation

The aim of career orientation is to support the person integrating in making or learning to make choices to lend further shape to his lifelong career. In doing so, the wishes of the persons integrating and the experiences and qualifications (such as diplomas) previously acquired, are used as the starting point. Three types of career orientation exist.

- Persons integrating with a 'professional perspective' can be coached toward employment and independent entrepreneurship.
- Persons integrating with an 'educational perspective' are coached toward further education.
- All persons integrating have a 'social perspective' and are coached toward participation in the socio-cultural provision, voluntary work and other types of leisure activities. This type of career orientation is also called 'social participation'.

For the purpose of career orientation for persons integrating with a professional perspective, the welcome offices in Flanders call on the services of the "Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding" (VDAB) (Flemish Employment and Vocational Training Agency). Bon, the Brussels welcome office, organises this type of career orientation in cooperation with the VDAB, Tracé and Actiris. All other types of coaching are offered by the welcome offices themselves.

Program counselling

From the very start of the civic integration programme, each person integrating is assigned a programme counsellor who guides him through the civic integration programme. Language is not an impediment in that respect. If the person integrating does not yet speak (sufficient) Dutch, either the native language of the person integrating or a contact language is used, or the services of an interpreter (by phone) are called in.

The programme counsellor is responsible for the administrative follow-up of the civic integration programme. He refers to the Huis van het Nederlands and the VDAB or Actiris in Brussels, draws up the civic integration contract and makes sure the person integrating attends the courses.

The primary civic integration programme is organised by the welcome office. The programme followed by a person integrating is established in his civic integration contract. A person who signs a civic integration contract, commits to follow the training programme on a regular basis. This implies that the person integrating must attend at least 80% of all courses for each component of the training programme. Upon completion of the civic integration programme, he will receive a civic integration certificate. Persons integrating who hold a civic integration certificate can directly join the secondary civic integration programme.

The secondary civic integration program

During the secondary programme, persons integrating can shape the choice they made during the primary civic integration programme, that is to start working or to take up further education. The person integrating can, for instance, follow vocational training or entrepreneurship training. Moreover, he can enrol for 'Dutch as second language' follow-up courses and continue his studies. Unlike the primary programme, the secondary programme is not organised by the welcome office. Instead it is made available by the regular facilities.

The civic integration of foreign-speaking minor newcomers takes place not by means of a civic integration programme but mainly by attending school. Like their peers, foreign-speaking minor newcomers have a right to education and come under compulsory education. A lot of schools organise welcome classes that are intended to enable these children to learn Dutch and to integrate as quickly as possible. In primary education, this is realised through the regular classes, whereas in secondary education this is realised through the educational type and field of studies that link up most closely with their individual capacities.

The welcome office sees to it that foreign-speaking minor newcomers are referred to an appropriate school or to welcome classes. If necessary, they will also be referred to welfare and health care facilities. The municipality informs them about the socio-cultural provision (for instance associations, sports and cultural activities, youth facilities) on its territory.

There are eight welcome offices: one for Antwerp, Brussels, Ghent and the five Flemish provinces. Persons integrating can contact a welcome office in order to follow a civic integration programme.

In 2000, the European Guideline was adopted, which bans discrimination based on religion or personal beliefs, disability, age and sexual orientation (2000/78/EU). This guideline aims to ensure equal treatment in the scope of work, employment and professional training.

In Belgium this guideline is transposed to the national legislation with the Law of 10 May 2007. The Law bans discrimination based on the following protected criteria: age, sexual orientation, disability, faith or personal belief, civil status, birth, wealth, political belief, language, current or future health condition, a physical or genetic characteristic and social origin.

Centre for Equal Opportunities and Opposition to Racism

The Centre is a public institution that aims to promote equal opportunities and that fights any type of exclusion, restriction or preferential treatment based on legally stipulated criteria. The Centre also oversees the respect of the fundamental rights of foreign nationals and observes the nature and scope of migration flows. Furthermore they stimulate the fight against human trafficking.

Young people spend an average of 15,000 hours behind school desks over the course of their school life. Thus, education is one of the most powerful tools for social participation of the underprivileged. This is why the centre pays a great deal of attention to the equal opportunity policy in terms of education. As such it is not only active in committees or institutions where these problems are discussed but it also prepares recommendations for the various communities and districts.

However, schools are often a place where inequalities are preserved, and where failure affects many. This is especially the case for youngsters stemming from migration. Even more troublesome is the fact that statistics on this topic have remained constant over the past decades, despite all the policies which were developed and all the funding. This is why the CEOOR permanently watches over the developments in this field: it is active in several commissions on a societal-, a policy and a university level. In the Flemish Community it is an active member of the 'Commission on pupils' rights', which aims to solve conflicts concerning enrollment at a primary- or high- school level. Other fields in which the CEOOR works are:

- Promoting the diversity of the teachers corps by encouraging schools to adopt a diversity strategy.
- Taking up the educational aspect of sexual diversity as a topic in the courses.
- Taking up the educational aspect of intercultural diversity as a topic in the courses.
- Inclusive education: assisting schools in their efforts to make sure children with special needs can also enroll in a regular school.
- Encouraging schools to appoint translators to sign language.

Economic dimension

Obviously, it's not only because of one reason people want to migrate, but because of several. For example: language, geographical location, economic issues in their native country, etc. The common reason to migrate - if the conviction to migrate voluntarily is chosen- is to improve their own situation. For example, migrants could flee their society if their political system is corrupt or because of being dissatisfied with enormous economic decisions that have led the country into a

deep depression. Another possible reason for migration could be if their government does not respect human rights and so on. An economic research, by Hatton and Williamson, suggests that economic consideration is a relevant explanation of migration.

Belgium offers a high-class quality of life and a safe and healthy environment, in a historic and cultural heritage that is one of the most respected and visited in the world. It is a highly developed market economy, belongs to the Organization for Economic Cooperation and Development (OECD), a group of leading industrialized democracies. Belgium is also member of the Schengen Agreement. This country is located at the heart of one of the world's most highly industrialized regions. Because of its central geographical location, highly skilled, multilingual, and productive work force; import and export is approximately equal to its GDP. Belgium developed an excellent transportation infrastructure of ports, canals, railways and highways to integrate its industry with that of its neighbors. The Belgian industrial sector can be compared to a complex processing machine: It imports raw materials and semi-finished goods that are further processed and re-exported.

There is a difference in income that migrants earn in their native country and income they hope to earn in the destination country. It is generally known that income per inhabitant can differ from country to country, even if these incomes are corrected by price differences. The sum of total income in the economy during a given period is called gross domestic product (GDP). Belgium's GDP per capita is among the world's highest. In 2010, GDP per capita income was estimated to be 32.592 €. At this moment, public debt is high, about 97.2% of GDP at the end of 2010. GDP growth in 2010 was estimated to be 2.1%. It is obvious that migrants want to benefit from migration. If this doesn't apply to migrants, they will go back to their native country.

If you leave your country and you don't plan on going back, you pretty much leave everything behind. It's not always easy to decide whether you want to move forever or come back. Most migrants –if they are alone- sell everything they have and hope it will cover all the costs they will make. That includes travel costs, registration costs to the destination country, possible costs if they are not allowed in the country, etc. To migrate, the migrant or his family has to have saved enough money. Very poor families won't be able to send migrants out. Emigration from poor countries will rise as their economic growth rises. Increasing incomes will give poorer families the opportunity to send out a family member. That's why we can expect a continuous flow of migration from several African countries that have found a solution for their economic problems.

Inflow foreign workers

The only available information about this subject comes from statistics that shows how many labor cards are given to foreigners. Every foreign worker who wishes to work in Belgium, needs a labor card. This specific system of labor cards is generally used in Belgium. There are different cards, such as A, B and C. But I won't dwell on this because in this part of the paper the goal is to discuss the economic approach of migration.

					Waarvan Vrouwen			
	2004	2005	2006	2007	2004	2005	2006	2007
Polen	1.046	2.122	7.212	12.820	346	734	2.186	4.164
Roemenië	105	210	339	2.863	61	123	242	1.089
Bulgarije	68	96	105	1.525	37	60	75	527
India	666	795	1.084	1.429	74	98	120	227
VSA	504	591	607	558	106	141	133	165
Japan	405	467	399	495	29	43	35	49
Slowakije	60	80	294	341	16	19	88	95
China	131	220	298	302	40	42	81	90
Turkije	95	193	207	282	29	38	37	51
Tsjechië	61	99	159	234	22	52	61	63
Hongarije	91	95	190	176	26	49	83	58
Rusland	71	111	126	146	24	48	54	70
Canada	107	104	120	140	35	34	47	53
Marokko	55	73	75	133	13	28	29	49
Andere landen	847	1.055	1.257	1.584	265	351	486	626
Totaal	4.312	6.311	12.472	23.028	1.123	1.860	3.757	7.376
Bron: FOD WASO								

Table 1: given labor cards to migrants 2004 - 2007

In 2007, 23.028 people were allowed to work in Belgium, this is almost double as much as in 2006. There is a remarkable increase in demand for women to work. 7.376 women were given labor cards. This is even more than double the number of women in 2006.

The number of people starting a company is based on statistics from RSVZ.

	2006	2007
Polen	2.411	2.754
Roemenië	1.009	2.640
Nederland	1.752	1.767
Bulgarije	209	1.347
Frankrijk	1.269	1.215
Italië	865	910
Portugal	453	480
Turkije	427	465
Marokko	415	441
Duitsland	317	355
Verenigd Koninkrijk	279	300
Andere landen	2.385	2.416
Totaal buitenlanders	11.791	15.090
België	60.082	65.712
Algemeen totaal	71.873	80.802
Bron: RSVZ		

Table 2: starting independents in '06 and '07

The table above shows that in 2007 15.090 migrants and 65.712 Belgians have started a business. In 2007 more independent workers began their own firm than in 2006. This increase was the strongest by migrants (+28% against +9% for Belgian workers). This trend keeps on going since 2002.

The top of the list is represented by many European countries, with Poland as the leading country in emigration to Belgium, followed by Romania and the Netherlands.

After the procedure (to be allowed to stay in the country), it's time to look for a job. This might even be harder for some immigrants than the whole admittance procedure. When a migrant is new to a country, he has to adapt to another culture. Of course, how much this plays a role on a migrant, depends on where he's from. Most people who arrive in our country aren't educated at all, or at least not enough to participate in our economic system. The solution to this problem seems easy, they have to go to school. Unfortunately this is not easy for migrants.

One of the most important aspects of integration to the Belgian society, is the ability to speak the national language. The northern part of Belgium (Flanders) is Flemish and the southern part (Wallonia), is French. If they stay in Flanders, they have to have a basic knowledge of Flemish. Language is after all the fundamental key to communicate with other people.

The next figure shows us that there isn't a huge difference between men and women looking for a job.

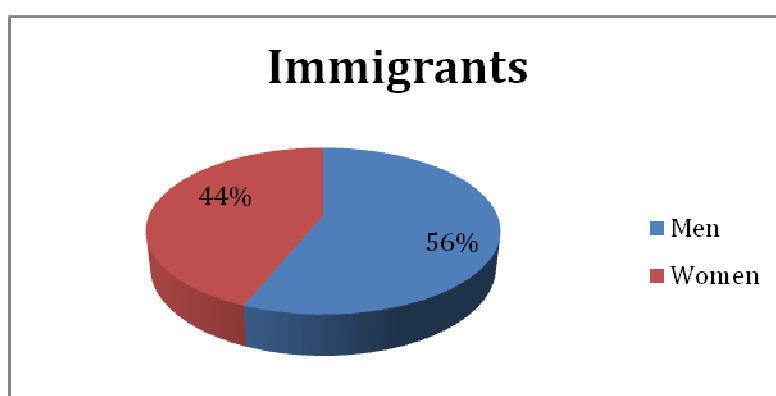


Figure 1: division total men and women in search of employment in Flanders for the year 2010

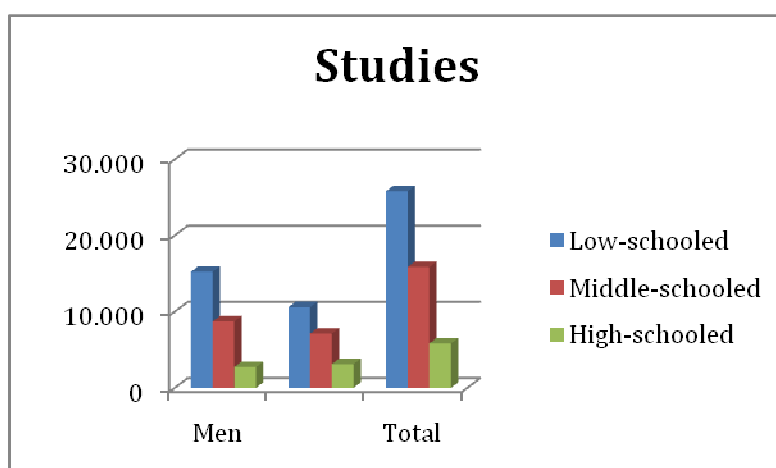


Figure 2: degree of educational attainment, people in search of employment in Flanders for the year 2010.

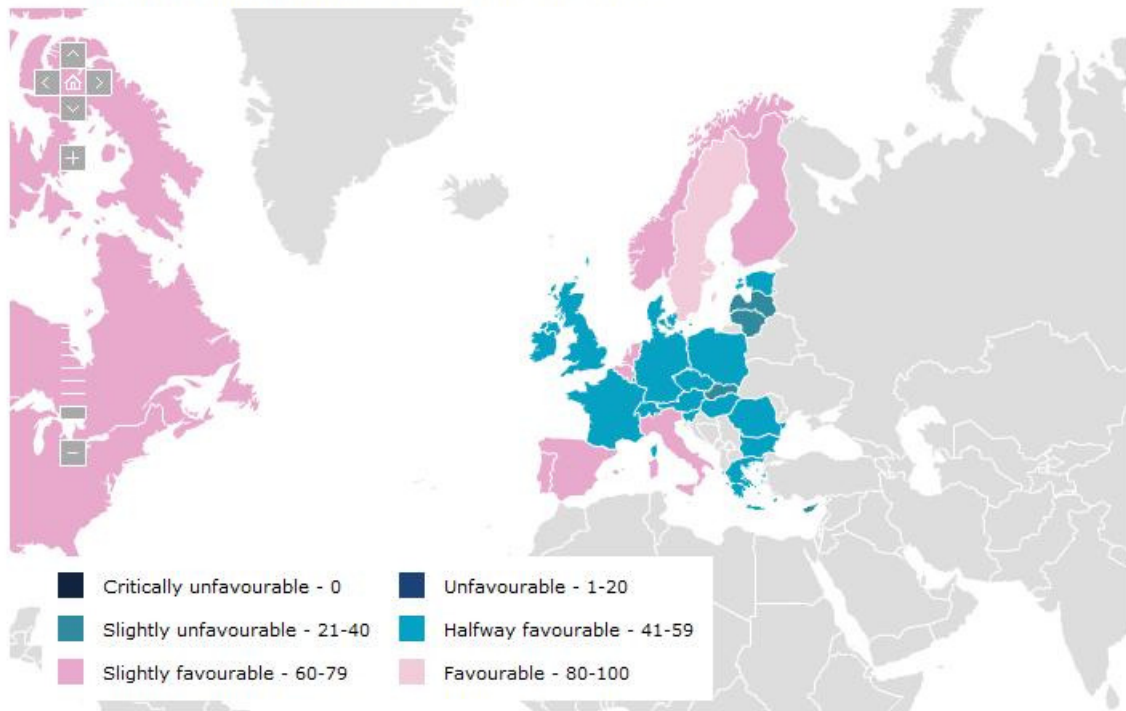
As you see, the low-schooled migrants are by far the majority of the whole population of migrants in search of employment. Only 12% are graduated with a degree considered to be "high-schooled". 33% is middle-schooled and 54% of the migrants are low-schooled.

1.9 Belgium and its score in MIPEX (Migration Integration Policy Index)

MIPEX measures integration policies in all European Union Member States plus Norway, Switzerland, Canada and the USA up to 31 May 2010. Using 148 policy indicators it creates a rich, multi-dimensional picture of migrants' opportunities to participate in society by assessing governments' commitment to integration. By measuring policies and their implementation it reveals whether all residents are guaranteed equal rights, responsibilities and opportunities.

OVERALL SCORES 2010 - Country results

Click on the map to dig into the in-depth results for each country.

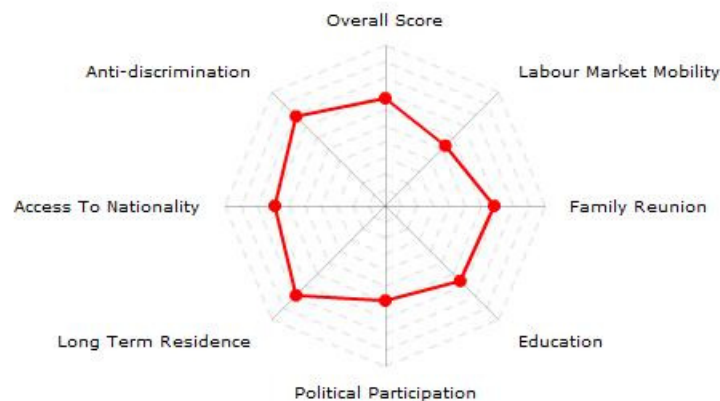


Belgium's overall score

Net migration is below the EU average. Most foreigners are EU citizens, while few non-EU workers are allowed in. Case-by-case regularisations started in 2009. Job opportunities for immigrants and their descendants, although unequal, were less affected by the crisis than elsewhere. The OECD finds that the 2000 Nationality Law helps settled migrants to become Belgian and better integrate economically, especially in the public sector.

Without a government for long periods, many changes were blocked (e.g. family reunion and naturalisation). Both language communities are now developing some sort of introductory programmes. Political and linguistic divisions persist on immigration and citizenship policy, with some (mostly Flemish) politicians seeking restrictions and regional autonomy.

Newcomers still benefit from integration policies that are some of the best in Europe and getting better. More coherent anti-discrimination laws benefit potential victims. EU law was implemented to give immigrants clearer access to long-term residence, while government does not intend a new housing condition to undermine family reunion. Belgium still restricts basic access to the labour market, especially compared to countries attracting labour migration.



The characteristics of the migration integration policy in Belgium are:

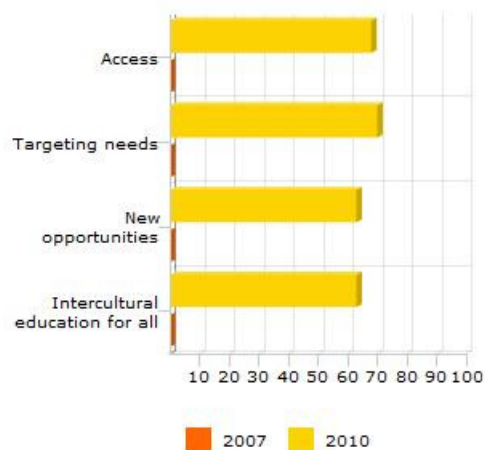
- Belgium encourages labour market mobility less than other established immigration countries.
- Non-EU residents excluded from large number of jobs.
- Discrimination protections and equality policies across Belgium continue to improve.
- Clearer and more secure status for long-term residents.
- Naturalisation, promoting integration since 2000, now being undermined by inefficient Parliamentary Committee.
- Dutch and French-speaking committees better see and target migrant children needs than most, but still problems related to social class and lack of school diversity.
- Family reunion procedures provide largely favourable starting point for integration, despite some weaknesses and problems with implementation throughout.
- New requirements to fight slumlords and precarious living should not undermine family reunion.
- Political opportunities still limited.

What about Education? Similar policies, different terms!

French-speaking schools (scoring 55 overall) focus on social disadvantage, with some specific support for refugees and newcomers from developing countries. Dutch speaking schools (score 76) also give socially disadvantaged pupils with migrant backgrounds ('allochtoon') extra support, specifically on language. Dutch and French-speaking schools score similarly on access (71, 64) and interculturalism (67, 58). On needs (80, 60) and opportunities (88, 38), Dutch speaking schools have more translated information and migrant parent outreach (e.g. Minderhedenforum projects), data on migrant pupils and school mixing projects.

The Dutch and French-speaking communities are becoming aware of the different challenges facing diverse students and starting to work on them. All pupils can learn about some immigrant languages and cultures. All newcomers should receive targeted orientation and quality language support, while schools get some extra training, funding, and guidance. Data could be systematically monitored and evaluated to improve implementation. Although all have equal educational oppor-

tunities in law, economically disadvantaged pupils may not receive enough support and end up in underperforming schools, only with students from the same class and background and with fewer immigrant teachers. Both communities need evidence based diversity policies for enrolment, recruitment, and parental involvement.



Importance of labour market integration

Belgium is one of only 6 countries in total where non-EU workers and their families cannot immediately access all areas of employment. They can in the Nordics, NL and countries attracting labour migrants. These countries also tend to guarantee equal access to study grants and social security, unlike in parts of Belgium and half the MIPEX countries (mostly Central Europe). Better targeted measures are developing in neighbouring France, Denmark, and the Netherlands.

The greatest weakness across the country's integration policies is promoting newcomers' labour market mobility. Non-EU workers and families can use general job support and some targeted measures to become better skilled and qualified. However, they may be legally excluded from the very careers that they are qualified for, because of delayed and unequal access to a large part of all jobs in Belgium (see box). Only after years of residence and paperwork do they have the same job mobility as Belgian or EU citizens. Until they naturalise, they cannot hold permanent public sector jobs, and several temporary ones. These restrictions may delay or discourage non-EU newcomers from investing in skills and careers over the long term.

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2 Migration and integration from a German perspective

Sven Bochmann, Pia Ferch, Michael Linke, Franziska Minge, Vanessa Neumann,
 Carolin Penzoldt, Karina Schmidt, Kerstin Wischer
 Prof. Dr. Heinrich Bucker-Gärtner

2.1 Introduction

The German population of 81.9 million includes 16.0 million people with a migration background³⁰; among those are 7.2 million people who have a foreign citizenship.³¹ The huge difference between the percentage of migrants of 19.6% and the percentage of foreigners of 8.8% among the population is mainly due to three causes. On the one hand, after the breakdown of the communist states of Eastern Europe many people with German ancestors and thus of German nationality, especially from the former Soviet Union, migrated to Germany. On the other hand many labor migrants and refugees from former Yugoslavia immigrated during the last 50 years and married German partners. Their children are of German nationality now. Furthermore, after a legal residence of 10 years foreigners are entitled to acquire German citizenship.

The foreigners currently living in Germany come from almost all countries of the world. But more than 50% are from the following 10 countries of origin.³²

Turkey	1.630.000
Italy	520.000
Poland	420.000
Serbia, Montenegro, Kosovo	290.000
Greece	280.000
Croatia	220.000
Russian Federation	190.000
Austria	180.000
Bosnia and Herzegovina	150.000
Netherlands	140.000

The Turks are the main group amounting to almost a quarter of all foreigners living in Germany. A similar proportion is also true for Berlin. Berlin's percentage of foreigners (13.6%) is highest in Germany, followed by Hamburg (13.5%). The lowest percentage of foreigners is found in Saxony-Anhalt (1.8 %).³³

³⁰ Zur Verwendung des Begriffs Migrationshintergrund siehe die Erläuterungen im Kapitel 2.4

³¹ Vgl. Statistisches Bundesamt: Bevölkerung und Erwerbstätigkeit. Ausländische Bevölkerung, Ergebnisse des Ausländerzentralregisters 2010, S. 25; Statistisches Bundesamt: Bevölkerung und Erwerbstätigkeit. Bevölkerung mit Migrationshintergrund – Ergebnisse des Mikrozensus 2009, S. 32

³² Vgl. Statistisches Bundesamt: Bevölkerung und Erwerbstätigkeit. Ausländische Bevölkerung, Ergebnisse des Ausländerzentralregisters 2010, S. 10

³³ Vgl. ebenda, S. 25

Berlin is looking back to 300 years of permanent immigration of a substantial extent. Due to the wars of religion in France and with approval of the Prussian King Frederic II many Huguenots migrated to Berlin.³⁴ In the 19th century many labor forces from Silesia and Galicia were added.³⁵ The October Revolution of 1917 made Germany an immigration country for Russian guest workers.³⁶ In 1965 workers from Vietnam and Africa came to work in the production plants of Eastern Berlin. The production plants in Western Berlin have recruited Turkish workers since 1970. Due to the breakup of Yugoslavia and family reunions, migration continued to increase remarkably.³⁷ During the past two years more and more migrants came from Romania. Besides, between September 2010 and February 2011 700 children from Romania aged 6 – 12 were admitted. They could not speak German and partially have never attended a school.

These circumstances make the authorities in charge to face special problems of integration, which policy so far has not prepared them for. In spite of the national integration representative described in chapter 2.4, according to the self-conception of a broad public, Germany is no immigration country. Policy is taking this into account and therefore takes steps towards the integration of migrants rather hesitantly. This is also shown by the current index of integration policy in 31 mainly European countries, MIPEX³⁸. According to MIPEX, Germany shows particularly low figures in the areas integration by education, anti-discrimination and residence for refugees, whereas access to the labor market presents rather positive figures.

As the number of foreigners in Germany remains at a level of about 7 million persons since 1994, it shows that this country has not a very high priority for migrants. This also finds expression by the declining number of naturalizations since 2000. 4.7% of the persons fulfilling the legal requirements for naturalization in 2000 applied for the German citizenship; in 2007 the percentage was only 2.5%; and after 2008 (after introducing the naturalization test described in chapter 2.5) the rate stagnates at 2.1%.³⁹ For many foreigners living in Germany for more than 10 years and having integrated into society to a great extent, German citizenship is not attractive, as it is connected to the condition of giving up the present citizenship. This is mainly refused by Turks and Italians who are the two main groups of foreign population in Germany.

After this short statistic information on foreigners in Germany the following chapters will deal with the impact of guest workers on the economic development and the social situation of migrants. Afterwards the measures of integration taken by

³⁴ Stefi Jersch-Wenzel und Barbara John; Eckart Birnstiel und Andreas Reinke, Brigitte Scheiger, Eva-Maria Graffigna, Gottfried Hartmann: Von Zuwanderern zu Einheimischen – Hugenotten, Juden, Böhmen, Polen in Berlin, 1990 Berlin, S. 91

³⁵ Klaus J. Bade: Vom Auswanderungsland zum Einwanderungsland Deutschland 1880 – 1980, 1983 Berlin, S. 30

³⁶ Ulrich Herbert: Geschichte der Ausländerbeschäftigung in Deutschland 1880 bis 1980. Saisonarbeiter Zwangsarbeiter Gastarbeiter, 1986 Berlin Bonn, S. 56 ff.

³⁷ Ders., S. 194 ff.

³⁸ Vgl. www.mipex.eu/countries

³⁹ Vgl. Statistisches Bundesamt: Bevölkerung und Erwerbstätigkeit. Einbürgerungen 2010, S. 15

the government will be described. Finally, it will be presented in which way civil social activities advance the integration of migrants in Germany.

2.2 Guest workers in Germany

The term “guest worker” came up during World War II. It designated foreign civil workers being active in the NS war economy on a voluntary basis and for money. However, there already were guest workers in Germany in the Middle Ages. Again and again, Italian migrant workers came to Germany until the time of the German Empire. In 1891 the Munich brickworks for example employed 6,000 Italians. World War I put an end to this tendency. In 1937 the German Reich and Italy concluded a recruitment agreement. Due to war preparations, the Nazi-government lacked workers in industry and agriculture. About 350,000 Italians came to fascist Germany until 1943 – and were reduced to the level of forced laborers during the last two years of war.

Supporting the economic miracle

Ten years after World War II Germany again needed support from abroad. German workers were largely not sufficient to reconstruct the country. Production companies as well as road and bridge construction companies desperately looked for workers – especially for physically hard jobs. In Southern Italy, however, many people were without work and hardly able to provide for their families. A virtue was made out of this necessity. On 20th December 1955, Germany and Italy concluded a recruitment agreement allowing German companies to recruit the urgently needed labor forces in Southern Italy. For recruiting and placing labor forces, the German Bundesanstalt für Arbeit established a “German Commission” in Verona and later on also in Naples.

During the first years the guest workers often were accommodated in quickly built wood cabins amidst small settlements or in company-owned dormitories – as for example in Wolfsburg close to the Volkswagen plant. Furnishing was rather sparse. Most guest workers slept in bunk beds in rooms for six to eight people. Only in 1973 minimum standards for workers’ accommodations were fixed.

Organized migration

The first recruitment agreement was followed by further ones with Greece and Spain (1960), Turkey (1961), Morocco (1963), Portugal (1964), Tunisia (1965) and Yugoslavia (1968). The 1,000,000th guest workers came to Germany in 1964, Portuguese Armando Rodriguez. When arriving at the main station in Dortmund he was presented a moped as a welcome gift (see picture on the next page).

During the oil crisis in 1973 Germany imposed a recruitment stop. According to statements of the German Bundesagentur für Arbeit about two million Italians came to work in Germany between 1956 and 1972. During the time of the German-Turkish recruitment agreement (1961 – 1972) about 750,000 Turks moved to the Federal Republic. Today about 1.6 million Turks live in Germany.

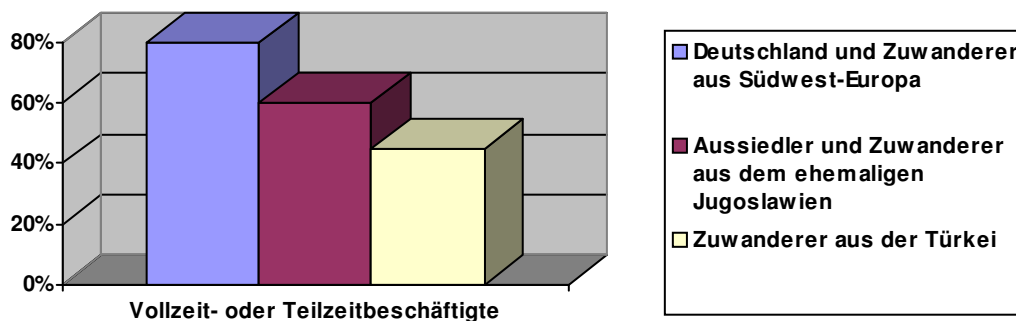
The GDR recruited about 500,000 foreign laborers between 1966 and 1989. Most of them came from Vietnam, Poland, Mozambique and other African countries.



2.3 The social situation of migrants

The social situation of the German population is mainly determined by the job situation of the family members. This is a disadvantage for the Turks – although they are the main group of migrants – as almost every third migrant is not participating in working life. This is particularly true for Turkish women who are mainly not working. But also legal restrictions concerning the beginning of work for non-EU citizens contribute to a lower working participation of migrants from Turkey and citizens of the successor states of former Yugoslavia than of migrants from EU-countries and ethnic German immigrants.

The positioning within the working system shows remarkable differences between the individual groups. Whereas far more than 60% of the Germans and the immigrants from South-Western Europe (Greece, Italy, Portugal and Spain) work full time or part time, only barely 60% of the ethnic German immigrants and migrants from former Yugoslavia and 45% of the Turkish migrants do this. Part time jobs are mainly occupied by women.



The work-related positioning of the employees is connected to a specific distribution according to economic sectors. The majority of working migrants is active as unskilled and semi-skilled workers in the industrial sector.

Job-related mobility is very low with so-called guest workers who immigrated to Germany. They were able to perform the economic restructuring since the 1970s only insufficiently and in a delayed way. In turn this is an important reason for the high unemployment rates. Only migrants from South-Western Europe work more often as qualified technicians and have the highest percentage of well-paid employees compared to other migration groups. The gap to German employees, who are mainly white-collar workers, has reduced between 1996 and 2004, but it still remains wide.

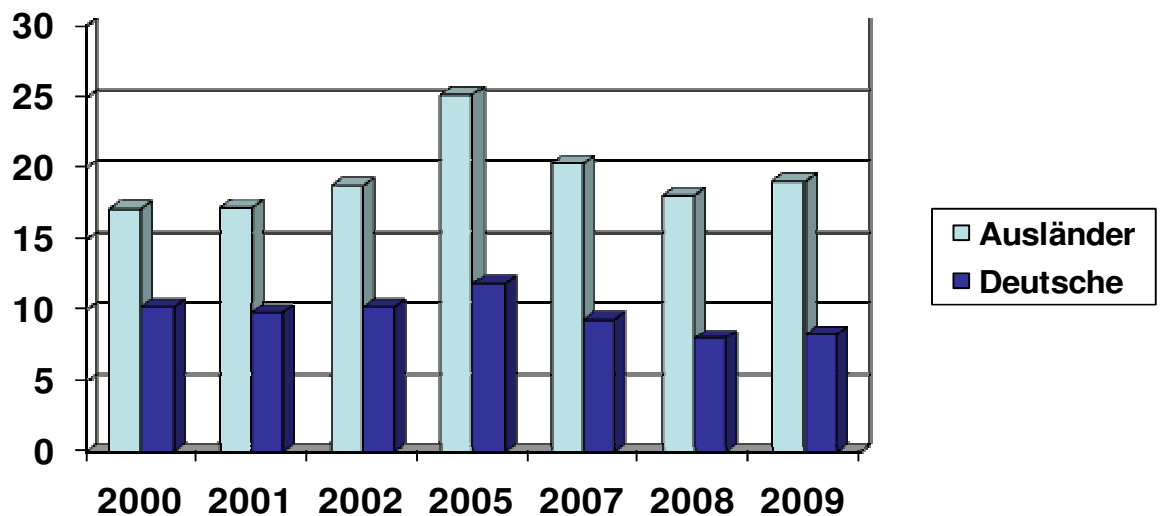
The differences of occupational qualifications also manifest in the incomes. Migrants from former Yugoslavia and ethnic German immigrants receive the lowest incomes and could only benefit of a small nominal increase between 1996 and 2004. The differences of income between the individual groups are less characterized by the low incomes, but mainly by the different shares of the high incomes. Migrants from South-Western Europe are less often found in the low income area than German workers. But in the German group there are 8% who earn more than twice of the average income, this is not achieved by any group of migrants. This makes clear that migrants occupy higher job positions only rarely.

In 2008 the net income per household of people with a migration background was below the average net income of the total population. Households of people with a migration background more frequently have incomes below 900 € and more rarely above 2,600 €. The weighted equivalent incomes mentioned in the national government's poverty and wealth report indicate the incomes per person available in a household, referring the total income of the household to the number of household members. Besides the lower incomes in total this influences the amount of the income per person, as households of people with a migration background usually encompass a higher number of persons and the available incomes therefore are distributed on a higher number of household members. When the incomes per household are weighted according to the number of household members, this shows that about 30% of all households in Germany have an equivalent income per person of below 1,000 Euros, but 46% of the households with a migration background.

Unemployment of foreigners

Unemployment in total and of foreigners in particular was relatively low in 2001. In 2005 it increased considerably compared to the Germans. The growth rate of 45% was more than twice as high than with Germans (22%). In 2005 the unemployment rate of foreigners reached its historical peak, amounting to more than 25%. Afterwards it decreased until 2008 by more than a quarter. Finally, in 2009 the unemployment rate of foreigners increased faster than of Germans. The unemployment rate increased accordingly, too.

Unemployment rate of Germans and foreigners in the years 2000 to 2009 (%)



There are great differences in the unemployment numbers of the different nationalities. Migrants from Turkey have the highest rate. In total the risk of unemployment for migrants has increased remarkably in the 1990s and is noticeably higher than for Germans.

There are several structural differences between the unemployment of foreigners and Germans. When comparing the groups, the different distribution of unemployment among the generations is striking. Whereas the age group of 25 to 49 years of the unemployed foreigners is affected surpassingly strongly, the group of above 50 years is represented comparatively weakly. Furthermore, it is salient that the group of unemployed foreigners includes a high percentage of people “without completed vocational training”, whereas there are no noticeable differences related to gender.

2.4 Governmental integration representatives

During the period of 1955 to 1973 Germany recruited to a great extent guest workers for compensating the lack of labor forces in the German economy.⁴⁰ In 1973 2.6 million foreign workers were employed; but at the same time the foreign population amounted to nearly 4 million.⁴¹ Author Max Frisch summarized the new situation policy had to face with the following words: „Man hat Arbeitskräfte gerufen, und es kamen Menschen.“ (Labor forces were called, and people came)⁴²

⁴⁰ Ulrich Herbert: Geschichte der Ausländerbeschäftigung in Deutschland 1880 bis 1980. Saisonarbeiter Zwangsarbeiter Gastarbeiter, Berlin Bonn 1986, S. 178 ff.

⁴¹ http://www.bundesregierung.de/nn_56556/Content/DE/Artikel/IB/Artikel/Geschichte/2009-05-28-geschichte-des-amtes.html (abgerufen am 24.05.2011)

⁴² <http://www.zentrum-nrw.de/kreisverband-mettmann/113-man-hat-arbeitskraefte-gerufen-und-es-kamen-menschen.html> (abgerufen am 24.05.2011)

Permanent residence was the result of limited employment contracts and in turn the families moved to Germany, too. This led to problems in the areas of housing and health care, education, services for retired and care-dependent people as well as in the relation between foreigners and Germans.⁴³ Due to these problems the German government saw itself forced to start with first steps of integration policy. This was done the typically German way – by creating a new authority: the representative of the federal government for foreign employees.

In 1978 Heinz Kühn became the first representative in charge of the integration of foreign employees and their family members.⁴⁴ Heinz Kühn, being a former Minister-President of North Rhine-Westphalia, the federal state with both the highest population and the highest number of foreigners, was appointed the first director of this new authority. The name of the authority was changed repeatedly in the course of time; today it is called representative for integration and migration.

In the beginning the authority only consisted of the director and two employees; it only had small political influence. Later on the personnel staff as well as the opportunities of influence extended.⁴⁵ Since November 2005 Maria Böhmer occupies the office of the integration representative. Simultaneously, she is Minister of State in the Federal Chancellery.⁴⁶

The responsibilities of the integration representative are regulated in the Residence Act. They are the following:⁴⁷

- Advancing integration
- Creating conditions for social coexistence
- Encouraging appreciation of one another
- Preventing xenophobia and discrimination
- Informing about legal possibilities of naturalization
- Protecting rights of free movement
- Informing the public about the tasks of the integration representative
- Every 2 years reporting in front of the German Bundestag

According to the administrative principles of a federal state with community autonomy there are integration representatives as staff function in all 16 federal states⁴⁸

⁴³Ulrich Herbert: Geschichte der Ausländerbeschäftigung in Deutschland 1880 bis 1980 Saisonarbeiter Zwangsarbeiter Gastarbeiter, Berlin Bonn 1986, S. 179 ff.

⁴⁴ http://www.bundesregierung.de/nn_56556/Content/DE/Artikel/IB/Artikel/Geschichte/2009-05-28-geschichte-des-amtes.html (abgerufen am 24.05.2011)

⁴⁵ Ebd.

⁴⁶ <http://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/AmtundPerson/Lebenslauf/lebenslauf.html> (abgerufen am 24.05.2011)

⁴⁷ <http://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/AmtundPerson/AufgabenundZiele/aufgaben-und-ziele.html> (abgerufen am 25.05.2011)

⁴⁸ Ebd.

and in most big German cities⁴⁹. In Berlin all 12 districts have a community representative for integration.

It is typical for integration representatives on a federal, state and community level to mainly take over advising functions towards policy and migrants. They have no administrative responsibility for granting aids. In the history of German integration policy all representatives strived primarily for integrating integration as political key task into government issues. In this way they have given new impetus to the education and advancement of children and young people as well as later on to supporting elderly people of migration families. Furthermore they always cared for individuals who suffered from tragic destinies.⁵⁰

Germany's system of administrative responsibilities for migrants and asylum applicants is complicated. The federal authority for migration and refugees decides on the acknowledgement of refugees in the sense of the Geneva Convention and thus if asylum is granted or not. The respective applications have to be made at the foreigners' authorities of the communities or at the federal police stations at the control points on arrival. If a residence permit is granted and how long it is valid is decided by the foreigners' offices of the communities.

The social welfare office of the community is in charge of granting the legally fixed financial aids to asylum applicants. Asylum applicants are only allowed to work in Germany in exceptional cases. Migrants not having the status of asylum applicants and a residence permit are on equal terms as Germans with respect to financial support of the government. As far as they are between the age of 18 and 65 and able to work, the employment agency is responsible for them. The social welfare office of the community cares for the other age groups and people who are permanently unable to work due to health reasons. The office for adult education (Volkshochschule) is in charge of German language courses. Measures of integration by education in kindergarten and school are mainly planned and implemented by the individual institutions, partly by the respective youth welfare office of the community and the regional education authority of the respective federal state. There is no coordinating authority in charge of the integration of the individual migrants in Germany. The representatives for integration on federal, state and community level are the only ones in charge of coordination. But they do not take care of the integration of the individuals.

The federal office for migration has a major significance for the coordination of programs and projects concerning the integration of migrants and refugees. It is competence center for migration and integration in Germany and not only in charge of executing asylum procedures and the protection of refugees, but also impetus of the nationwide advancement of integration. Its tasks also include research on migration. Due to the migration law the new federal office for migration and refugees got substantial tasks in the area of integration and migration besides its responsibility for asylum procedures. In addition, several already existing tasks like keeping the central registry of foreigners and assistance in the area of return

⁴⁹ <http://www.berlin.de/ba-mitte/org/integrationsreferent/> (abgerufen am 25.05.2011)

⁵⁰ http://www.bundesregierung.de/nn_56556/Content/DE/Artikel/IB/Artikel/Geschichte/2009-05-28-geschichte-des-amtes.html (abgerufen am 25.05.2011)

were summarized at the federal office. The authority's origin was the acknowledgement of refugees in the sense of the Geneva Convention which was accepted by Germany in 1953. The extension of the range of tasks also caused an increase of the number of employed people from 40 in the year 1953 to 3,000 in 2010.⁵¹

2.5 Legal aspects of the integration of migrants and asylum applicants

In the beginning we have to talk about the meaning of the term „migration background“. This report is subject to the definition of the Federal Office of Statistics. According to this definition, persons with a migration background are persons who either themselves or whose parents migrated to Germany after 1949, regardless of their present citizenship, meaning persons who were not born in the area of today's Federal Republic of Germany or persons who do not have German citizenship or were not naturalized. Additionally, a person with a migration background is somebody whose parents (at least one of them) fulfill one of the mentioned characteristics.⁵² Thus there is an extended comprehension of migration considering the migration constellation according to the personal and familiar migration experience besides the person's legal status. In this context the term "personal migration experience" is used for people who personally migrated to Germany from a foreign country. Consequently, there are also people with migration background, but without personal migration experience, e. g. a child born in Germany, but of foreign parents.

In the area of legal aspects Berlin's integration law is an example at the Federal State level. Berlin, a federal city state, enforced a participation and integration law on 29th December, 2010. It is the first German integration law striving for the following goals:

„Chancengerechtigkeit und Teilhabe für alle und die Möglichkeit, sich mit den individuellen Potenzialen einbringen zu können, sind die Voraussetzung für eine prosperierende, friedliche und gerechte Weiterentwicklung der Einwanderungsstadt Berlin.“⁵³ ("Equality of chances and participation for everybody and the opportunity of participating actively with one's personal potentials are the conditions for a prospering, peaceful and just development of the immigration city of Berlin.")

An improved participation of people with migration background ought to be placed upon a legal foundation in view of the growing gap between the population with and without migration background regarding their education successes, their participation in training and working life as well as in social life. The law is supposed to create conditions for an improved participation and integration of people with migration background in the federal state of Berlin and to further open the labor market in the public sector and the state-owned companies for people with foreign roots. Regulations for an improved participation are central to the law, as integration is reached by participation. By this law migrants ought to get the same oppor-

⁵¹ Vgl. <http://www.bamf.de/DE/DasBAMF/Chronik/Bundesamt/bundesamt-node.html> (abgerufen am 25.05.2011)

⁵² Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland Vorbemerkung, S. 23.

⁵³ Abgeordnetenhaus Berlin. Vorlage – zur Beschlussfassung – Gesetz zur Regelung von Partizipation und Integration in Berlin Drucksache 16/3524, S. 2

tunities for participating in social life as Germans, their interests ought to be protected and measures against discrimination ought to be advanced. Unfortunately, the Berlin integration law includes only little specific measures; only two aspects are specific.

One of them is article II of the law for regulating participation and integration passed on 9th December 2010. This article changes the Berlin university law. Universities ought to explicitly encourage migrants by their public relations to begin a study and to support and advise them in their choice of the subject. Furthermore, article X changed the burial law. According to a change of § 18 of the act of the execution of the burial law of 22nd October 1980, corpses are now also allowed to be buried in dedicated burial shrouds without coffin. This change is of major religious importance for migrants in Berlin, as so far the burial in a coffin or a cinerary urn has been obligatory.⁵⁴

After looking at the Berlin integration law which is an important legal foundation on Federal State level we now have a look at a law on national level. Migration law was enforced on 1st January 2005. It includes measures for advancing and navigating migration to Germany. Migration law has basically reformed German aliens law. Its aim is to fight among others the abuse of family reunions by fictitious marriages and quasi adoptions as well as forced marriages. Its most important elements are the residence act and the act on the freedom of movement. Besides the terms “residence permit” and settlement permit a “permit for permanent residence in the EU” was introduced in 2007. This is about an unlimited residence title foreigners can obtain after five years of legal residence in an EU country. It also includes the right of migrating to another member state. Furthermore it includes new regulations for labor migration. The procedures were simplified by the so-called one-stop-government in which decisions are made by one single administrative act.

If there is for example a super ordinate economic interest due to the immigration of self-employed migrants and the jobs are expected to have positive impact on the economy, they are allowed to get a residence permit. There are special regulations for researchers and students. Since 2005 there has been a one-year residence right for graduates seeking a job.

In the area of humanitarian residence the migration act introduced essential improvements. The residence status of refugees according to the Geneva Convention on Refugees was adjusted to the status of people entitled to asylum. Both groups initially get a limited residence title. After three years it can become reinforced if the conditions for granting asylum still remain. Furthermore, the victims of human trafficking are granted special protection in case they are ready to testify in a court case. A problem is, however, that until a few years ago asylum applicants were not allowed to work. On 15th December 2000 this regulation was repealed. Nevertheless, an employer is only allowed to employ asylum applicants if he cannot find a German applicant for the job, regardless if the German applicant has no or a low qualification.

⁵⁴ Vgl. Gesetz zur Regelung von Partizipation und Integration in Berlin

In this law the discretion standards for family reunion were reduced. As this right had been abused in the past by contracting fictitious marriages, now an evidence of simple skills of the German language is required of following spouses; the minimum age is 18 years and the income maintenance is checked. There is a series of measures meant to advance integration in Germany. Integration has to be understood as a relation of advancing and demanding. The government realizes the “advancing” by integration courses. They are meant to help learning German. Furthermore they are meant to help with the historical, cultural and legal orientation.⁵⁵ The “demanding” is realized by a test in which the following foreign spouses have to show that they have basic knowledge of the German language and culture.

If a migrant has overcome the initial legal obstacles in Germany, after a certain time he can think about naturalization. If someone wants to become German citizen he has to pass, among others, a naturalization test. This has been valid since 1st September 2008. This test is an exam testing the civic knowledge of the person with regard to history, language, culture and the political system of the country. The test is conducted by the authority for naturalization. The details are regulated in the naturalization test act. The test consists of 33 out of 310 questions of which 17 have to be answered correctly. The person has to choose from four answer possibilities. 30 questions are about “living in a democracy”, “history and responsibility” and “humans and society”. Three questions are asked concerning the federal state in which the person has registered his main residence.⁵⁶

Finally, we can say that migration to Germany is very well regulated by laws and gets a homogenous framework. However, there are also regulations which are rather impeding than advancing. As migration continues to be of major significance due to globalization, growing mobility and demographic development, the future goals of German policy are consisting in three main issues:

- Migrants living legally and permanently here have to be integrated successfully
- Migration has to be navigated consciously and transparently on behalf of Germany’s economy and integration policy
- Security aspects must not be neglected in the context of migration

Furthermore, the reasons for forced migration have to be fought by improving the living conditions in the countries of origin. Besides, crime must be fought advancing permanently illegal entries and it must be made sure that migrants who are obliged to return are sent back to their countries of origin, even against their will.⁵⁷

⁵⁵ Vgl. http://www.zuwanderung.de/ZUW/DE/Zuwanderung_geschieht_jetzt/Zuwanderungsgesetz/Zuwanderungsgesetz_node.html

⁵⁶ Vgl. http://www.bmi.bund.de/DE/Themen/MigrationIntegration/Staatsangehoerigkeit/Einbuengerungstest/Einbuengerungstest_node.html

⁵⁷ Vgl. http://www.zuwanderung.de/ZUW/DE/Zuwanderung_ist_Zukunft/Politische_Ziele/Politische_Ziele_node.html

2.6 Measures for integrating migrants by education

Measures in pre-school

Initially, we have to state that parental education and upbringing are crucial for making children self-reliant and sociable and preparing them for school. However, children with a migration background have to face two problematic aspects: First an early and individual advancement has to produce equal chances. Familiar socialization deficits have to be compensated by social integration. Second, success in school and later on in the job depends on a good knowledge of the German language. Thus, integration policy focuses on children with migration background participating in language advancement as early as possible.⁵⁸ Advancing language and especially reading competences in German is seen as key for the educational success of children with a migration background. It should be noted that language advancement is not taking place automatically, but requires specific support and assistance. Therefore, the national government put the emphasis of the national integration plan, developed by the representative for migration, refugees and integration Maria Böhmer, on the early advancement of the German language.

For integrating migrants and their children the right to advancement in day care centers is very important. Every child between the age of 3 and school enrollment has the right to participate in children day care centers. Starting from August 2013 this right will already be valid for children in their first year of life, so that the learning and developing processes of the children and the integration processes can be granted by daily care. Especially with regard to the processes of language development it must be made sure that by staying in the care centers for extended daily periods children are given sufficient opportunities for solidifying their language skills not only by the advancement of teachers, but also in a playful way together with other children.⁵⁹

The family's socio-economic situation, education level and the expectations parents have concerning education as well as their language competence strongly affect the education chances and the learning motivation of their children.⁶⁰ In 2008 there were 1.4 million children with migration background below the age of six in Germany. Their percentage in this age group amounted to 34.2 %. The care rate of children between 3 and 6 with migration background was 84% in the old West German states (excl. Berlin), and 93% of children without migration background.⁶¹ But it has to be noted that the care rates of children with migration background vary remarkably in the different states.

At this a problem arises: "peer-learning" in problematic quarters is prevented, as often more than 50% of the children in a day care center live in families who do not speak German. In 2009 the care rate of children with migration background below the age of three amounted to 9% in the old West German states (excl. Berlin) and

⁵⁸ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 2. Kapitel, S. 70

⁵⁹ Vgl. Ebd. S. 69 ff.

⁶⁰ Vgl. Ebd. S. 72.

⁶¹ Vgl. Ebd. S. 75.

thus is half as high as with children whose both parents were born in Germany (17.5 %). Reasons for not attending kindergarten frequently are lacking information, scarce kindergarten places or the charges. It is expected that the care rates of children with a migration background will rise according to the extension of kindergarten places in the coming years.

It is empirically attested that attending a day care center for more than one year has a positive impact on children from disadvantaged milieus and on children with a migration background concerning their later success in school. However, a difference has to be noted: a weak socio-economic background does not have to mean migration background at the same time. The parents' socio-economic background plays a more important part and has a greater impact on the children's participation in education than a migration background.

Children who are not attending kindergarten are mainly children who are socially disadvantaged anyway. These children ought to attend day care centers considerably earlier and thus longer for being able to make use of important developmental –psychologically phases of life for their social, individual and thus linguistic development. Therefore it is necessary in the area of care for children below the age of three to inform parents as early and thoroughly as possible on care facilities and their importance for the development chances of their children. If possible, access barriers and obstacles ought to be reduced by making relevant information available in several languages.⁶²

26.1% of all children in day care centers between the age of three and enrollment have at least one parent of foreign origin. In the families of 15.7% of the children German is not spoken primarily. This means that the day care center is the place for around 360,000 children of this age group where they are systematically encouraged in German as second language for the first time.⁶³

Measures for integrating migrants in schools

In primary school language advancement continues to be a central and primary task for opening up the chance for all children to have a successful course of education. This again shows that a permanent advancement of the language competence is very important. The children of immigrated parents show a learning backlog of more than one school year in the area of reading competence both in the primary schools and in the secondary schools of the federal states.⁶⁴ Experiences in primary schools confirm that fourth-graders from uneducated social classes show remarkably better learning competences when they have previously attended kindergarten for more than one year. This is especially true for migrant children and their language competences. But here the above mentioned problems are effective, that too few migrant children attend kindergarten. This is already the first obstacle for a successful start in school put in the children's way.

⁶² Vgl. Ebd. S. 77 ff.

⁶³ Vgl. Ebd. S. 83.

⁶⁴ Vgl. Bundesvereinigung der Deutschen Arbeitgeberverbände. BILDUNG schafft ZUKUNFT. Integration durch Bildung. Potenzial von Migrantenkindern entfalten. 2006, S. 14.

But there are also intergenerational programs in kindergartens and primary schools developing the language, reading and writing skills of migrant children and their parents commonly. They arouse interest in reading and writing by offering common activities for parents and children, they so practice the handling of learning material and introduce learning aids for better learning the language. For parents this mainly means to get insights into the educational institutions by participating in communication networks around schools. This includes parent-teacher meetings, consultation hours for parents and informal contacts between parents. Participating in these networks often is only possible for migrant parents who have the according educational experiences, language knowledge and cultural capital. Furthermore, teachers have to get the necessary qualifications, more teachers with personal migration experiences are urgently required.⁶⁵

At the end of primary school parents choose the kind of secondary school their children will attend. The elementary and middle level of secondary education in Germany encompasses Hauptschule (secondary modern school), Realschule (middle school), Gesamtschule (comprehensive school) and Gymnasium (grammar school) until grade 10. Additionally, there is a mixed form of Haupt- and Realschule with different systems and names in the federal states. One system, for example, is "integrierte Gesamtschule" attended by students who got a recommendation for Hauptschule as well as students who got a recommendation for Realschule or Gymnasium. In Saxony this mixed form is called "Mittelschule", in Thuringia it is called "Regelschule" and in Brandenburg "Oberschule". The elementary and middle level of secondary education is completed by "Hauptschulabschluss" or "mittlere Reife" (O-level). Afterwards the students usually enter the second part of secondary education, called the senior grades. This part encompasses the senior grades of Gymnasium, technical Gymnasium, vocational school (BFS, SdG), the transition system (BVJ, BGJ) as well as job training carried out in a dual education system, i. e. the training takes place both in the training company and in the vocational school.

In the school year 2008/2009 9,023,573 students in total attended general educational and vocational schools in Germany, 3,030 million of them had a migration background, but 73% of them had no personal migration experience as they were born in Germany. Out of the 9,023,572 students 8,217,593 were Germans and 805,979 foreigners (8.9%).⁶⁶

In spite of now beginning reforming efforts for abolishing the differentiation of students in three different types of secondary schools and thus great differences regarding their job prospects, the so-called trinomial education system is still of great significance for the issue of integration efforts for migrants. We start with the consideration of Hauptschule. Only 8.6% of the approximately 8 million students with German nationality attend Hauptschule. The percentage of students of non-German nationality amounts to 20% (161,243). If we compare the number of students in proportion to the kind of school it becomes clearer. The majority of students at Hauptschule are Turkish (23.4%), followed by Italians (23.7%) and

⁶⁵ Vgl. Ebd. S. 24 ff.

⁶⁶ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 2. Kapitel, S. 90

Greeks (21.8%), whereas only 5.9 % of the Vietnamese students attend Hauptschule, followed by 8.6% of the Germans.

Considering Realschule, the numbers are mainly equal for all nationalities. Front-runners are Croatian students, 17.5 % attended Realschule, followed by Greeks (14.7%) and Turks (14.5%) and Germans (14.1%). Mainly the same is true for comprehensive schools, only Turkish students (10.4%) and Polish students (8%) are outstanding, the other nationalities have percentages between 5 and 6 %.

The figures for Gymnasium show the greatest differences. As 39.9 % of the Vietnamese students are far ahead of the German students (28.7%) and followed by Russians (24.5%), Serbian students are in the last place. Except for Serbian (8%), Turkish (9.3%) and Italian students (9.9%), all other nationalities present double-digit percentages.⁶⁷

The figures show that students of Turkish and Italian nationality attending Hauptschule have a disproportionately high percentage and a low rate in attending Gymnasium. Opposed to them are the rates of students of German nationality (28.7% and 8.6%) who have to acknowledge themselves beaten by the students of Vietnamese nationality, as they have the highest rate in Gymnasium (39.9 %) and the lowest in Hauptschule (5.9 %).

Looking at the numbers of so-called school dropouts in the school year 2007/2008 there are also great differences. As 6.2% of the students of German nationality left school without graduation, the number of non-German students amounted to 15%. Although the percentage improved remarkably compared to the year 2003 (19.2%), there is still a backlog. From the integration representative's point of view not only the students themselves are responsible for these statistic results, but also the parents; the crucial reason primarily resides in the social origin.

Besides, there are great differences between students of German and non-German nationality regarding the level of their graduations. 30.5% of all German students acquired a higher education entrance qualification in the school year 2007/2008, and only 10.7% of the foreigners. The figure was nearly by one third lower. 20.8% of all German students graduated from Hauptschule, the percentage of foreigners amounted to 40.2% and was nearly twice as high compared to the Germans.⁶⁸

However, the graduation acquired at the end of one's school career does not have to be defining for the job prospects, because in the meantime there are more and more opportunities for acquiring education certificates in later years. This especially includes measures sponsored by the employment agency to catch up on graduation which are used more and more in recent years.

Measures for changing from school to job

When changing from the general educational school to a job training it becomes apparent, too, that there are still great differences between young people of Ger-

⁶⁷ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 93, Tabelle 12

⁶⁸ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 96, Tabelle 13

man and non-German origin. This signals that not only the level of education but also prejudices still have a great impact on finding a training vacancy. Although the interest of students with and without migration background is the same, the change from school to vocational training is easier for students without migration background. This is true for 50% of the German students, but only 25% of the students with a migration background.

Considering the side of the apprenticing companies, another aspect concerning the migrants is added. Compared to German companies, firms led by migrants train their apprentices well below average. Although there are public programs supporting entrepreneurs with a migration background, these programs are still not made use of to an essential extent, especially by the great number of Turkish entrepreneurs.

With regard to the change from school to job the problems of migrants become apparent, as on average every second young person without a migration background gets a training vacancy within three months after graduation, 70% of them within 60 months; but after 17 months only every second young person with a migration background has a training vacancy, and after 60 months only about 60 %. These remarkable differences can not only be traced back to the educational background. Reasons like prejudices and/or discrimination also have to be considered; but this is hard to prove.⁶⁹

Besides job training, the secondary level II also encompasses transition systems, e. g. the prevocational education year and the senior grades of Gymnasium or technical Gymnasium for acquiring matriculation standard. Matriculation standard can be reached on different ways. The main way is Gymnasium, here matriculation standard is acquired by doing one's A-levels (Abitur). As education and university law in Germany belongs to the responsibility of the 16 federal states, there are currently states in which Abitur is done after 12 school years and others in which it can only be done after 13 school years. All federal states agreed on the same standard of doing Abitur after 12 school years by no later than the year 2016, but in the meantime there are first political statements questioning this agreement. The change has already taken place in the states Mecklenburg-Hither Pomerania, Hamburg, Saxony, Saxony-Anhalt, Thuringia, Saarland and Rhineland-Palatinate, in 2011 Lower Saxony and Bavaria will follow, in 2012 Berlin, Brandenburg, Bremen and Baden-Wuerttemberg, in 2013 North Rhine-Westphalia and Hesse and finally Schleswig-Holstein will be the last federal state implementing the reform in 2016.⁷⁰

Everybody who acquired matriculation standard by doing Abitur or by any other way has the opportunity of studying at a university or college. Usually qualifications acquired abroad are also acknowledged. By introducing the Bachelor and Master system the students now have better opportunities of getting their foreign graduations acknowledged in Germany and/or of continuing their studies here. But

⁶⁹ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 114-116

⁷⁰ Vgl. <http://www.kmk.org/bildung-schule/allgemeine-bildung/sekundarstufe-ii-gymnasiale-oberstufe.html>

it has to be noted that in theory the acknowledgement often seems to be easy, but in practice there often are problems.

In 2009 11.6% of all students (approx. 240,000) were of non-German nationality. About every fourth of them did Abitur in Germany. Foreign students most often study law (27%) and economic sciences (21%).

According to the Federal Training Assistance Act (Bundesausbildungsförderungsgesetz; BAföG) students of non-German nationality are also entitled to financial support during their studies. In 2009 27,931 students of non-German nationality obtained this aid of 101 million Euros in total. 20% of the students came from EU-countries, 53% from the rest of Europe, 5% from Africa, 3% from North- and South America and 12% from Asia.⁷¹

Reasons for the limited success of integration by education

The 8th report on the situation of foreigners in Germany by the representatives of the national government for migration, refugees and integration (June 2010) shows numerous reasons for the above mentioned differences mainly between German and foreign students. One of the main problems is the risk situation in which many students with a migration background grow up. On the one hand the parents are often not integrated into working life (social risk) and therefore only have a low income (financial risk). On the other hand the parents often have no or only a low job qualification (risk of educational alienation). Additionally foreign trainings are often not acknowledged in Germany and thus complicate integration into working life with an adequate income.

However, when having a closer look at the figures it is apparent that 29% of the 13.6 million children (population below the age of 18) in Germany grow up in at least one of these risk situations; 42% of them (approx. 1.7 million) have a migration background. Therefore the mentioned risk factors cannot be the only reasons for the limited success of integration by education.⁷² A closer look shows that especially the non-German students' bad knowledge of the German language is a reason for the partially serious differences in school success. Obviously, the efforts of the measures for integration by education concerning the acquisition of the German language are insufficient.

When comparing the nationalities it becomes obvious that there are also remarkable cultural differences. Children of Vietnamese and Russian migrants are more successful in school than German children. As there is a strong connection between the social situation of the parents and success in school concerning the German and most foreign children, the Russian and Vietnamese children do not show this correlation.

The German education system and its so far typical differentiation in Hauptschule, Realschule or Gymnasium as it takes place in most federal states after the fourth

⁷¹ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 137

⁷² Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 102

school year, shows a deficit in the assistance of students with special problem situations which is determined by the system.

This deficit is especially effective for children of migrants without sufficient knowledge of the German language. This problem is only partially solved by the initiated reforms. Besides Gymnasium, probably all German federal states will have a comprehensive school for grade 10 to 12 in the near future where children ought to receive specific assistance. The politically influential middle class not only secured the further existence of the Gymnasium, but will also see to it that this kind of school will not be financially disadvantaged. If on that condition the other school types will get the needed finances for fulfilling the legal requirements of advancing all children, the future will show.

In 2010 the German national government and the federal governments drew up a national integration plan in which the federal states are obliged to strengthen the integration capability of the educational system, to develop and extend assistance strategies and to promote language assistance for students and teachers. The integration plan also encompasses to strengthen and encourage the work with parents, to advance extracurricular youth education projects and to improve the cooperation with migrants' organizations.⁷³ Besides, the previous initiatives, e. g. "JOBSTARTER" (entrepreneurs with a migration background are qualified as trainers), "Integration durch Bildung" (integration by education) (starting qualification by the Bundesagentur für Arbeit) or "Vielfalt als Chance" (the chance of diversity) (advancing the training of young people from migration families) will be extended. The national government provided 367 million Euros in total for carrying out these measures by the end of 2011.⁷⁴

As a summary we can say that in spite of the above mentioned problems for migrants in the German education system, young people with migration background catch up on the quality of their graduations. Consequently, the measures for the integration of migrants by education are successful.

2.7 The significance of civil society institutions for the integration of migrants

Since the mid-19th century associations have been important civil social institutions in Germany. After World War II their importance has increased; today there are various non-profit organizations (including associations) with different regulations dealing with diverse social problems, financially supported by the government. For facilitating the migrants' integration in Germany, numerous associations, unions and organizations offer their support for migrants. Currently, there are about 500,000 of these institutions in Germany.

Associations are organizations in which people with common goals and interests are active. Many migrants as well as numerous children and young people are members of these associations. They can make use of diverse opportunities and get to know many other people who have the most different interests, in sports,

⁷³ Siehe Kapitel 2.7

⁷⁴ Vgl. 8. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland 3. Kapitel, S. 124 f.

gardening, music, animal protection and native country associations. These associations offer migrants the possibility of integrating socially, culturally and athletically. They facilitate cooperation and the reduction of prejudices against migrants and are an important expression of an active and democratic civil society. Especially in rural areas, associations, church congregations and sound neighborhoods are important and conducive structures favoring integration. Active and sustainable integration work in the associations is an important step towards a peaceful coexistence between migrants and Germans. Associations offer easy integration in a voluntary and no bureaucratic way.

Bi-national associations, e. g. the German-Turkish association, are especially oriented towards integration and make a cultural, political and social job. They are contact points for migrants with different problems, interests and of different age groups. The migrants' organizations (MSO) are organized and carried out by migrants themselves, e. g. Turkish cafés. They are the perfect mixture for migrants to preserve their roots and to integrate.⁷⁵

The association of the German Olympic Sports Association "integration by sports" is an especially successful integration project. Sports offer an important field of varied activities, possibilities and social chances. By this association migrants and Germans are able to understand and experience sports, athletics, themselves and other people together. A special focus is put on women and young girls with a migration background. They are recruited as participants and trainers. "Integration by sports" is a program sponsored by the Federal Ministry of the Interior fitting contemporarily into the total concept of integration advancement by the Federal Government.⁷⁶

Various unions also belong to the further institutions of the integration process. They are non-profit organizations independently operated by private-commercial or charitable providers. They take over tasks of advancement, fulfillment of demands and representation of interest. Non-profit organizations pursue social, charitable, cultural and scientific goals and are not oriented towards economic profit at all. They are financed by their members, by subsidies or prizes. The top welfare unions are Arbeiterwohlfahrt (AWO: Workers' Welfare Organization), the German Caritas, the German Red Cross (DRK), Diakonisches Werk (Diakonie) and Zentrale Wohlfahrtsstelle der Juden in Deutschland (ZWST: Central Welfare of Jews in Germany). In the course of history they grew and changed, their structures are partially oriented towards their ideological origin. Catholic Caritas was founded in 1897 by Lorenz Werthmann and the Workers' Welfare Organization as an organizational part of the Social Democratic Party (SPD) by Marie Juchacz in 1919. The central committee for home mission of the German Protestant Church is the foundation of "Diakonisches Werk" and the German Red Cross refers to the German associations of caring for wounded soldiers on the field and the central committee of the German state associations of the Red Cross of 1869. The Central Welfare of Jews in Germany was founded in 1917. The German Red Cross is committed to the internationally acknowledged principles of humanity, impartiality, independence and voluntariness. Caritas and Diakonie are oriented towards their

⁷⁵ Vgl. Schader-Stiftung 2010

⁷⁶ Vgl. Der Deutsche Olympische Sportbund 2011

church traditions and AWO towards social democratic backgrounds. The welfare unions offer nationwide consultation and attendance in the youth migration services for young people with migration background up to the age of 27 and migration consultation points for adult migrants above the age of 27 as well as integration courses.

AWO

The Workers' Welfare Organization (AWO) is a decentralized German welfare union. In its foreground are human beings and their unique abilities. Their progressive work has to be advanced. This top union is built upon a social-ethic foundation and a social-political background. Basic values like freedom, tolerance, solidarity and justice are rooted in the workers' movement. AWO offers language and qualification classes for newcomers and migrants with a residence permit already living here. Advice centers for young and adult migrants are completing the range of services. They offer demand-oriented and individual advice and attendance in the integration process or in crisis situations, assistance with applications, forms and contact with authorities.⁷⁷

Caritas

Caritas is a social aid organization of the Roman-Catholic Church. It represents the shaping of a social society and closely cooperates with other social providers. Numerous Caritas associations offer help for people in need. 27 diocesan Caritas associations, 636 deanship, regional, district, and local associations and social advice centers, 18 charitable professional associations, e. g. Maltese aid agency, and 262 communities are in charge. Approximately 520,000 full-time employees work in the numerous institutions and about 500,000 people are involved on a voluntary basis. They advise and care for about 9,7 million people annually. Like AWO, Caritas runs diverse advice centers for asylum applicants, refugees and migrants with a residence permit. They support the integration process and the equality of migrants with the native population. They offer information and orientation for refugees and people without residence permit and support social and humanitarian minimum rights of people living in Germany "illegally". Furthermore Caritas supports the inter-religious dialogue.

In the numerous advice centers there are many social workers available for answering the migrants' questions referring education and vocational training, return to their home country and for helping with the utilization of social services, for putting migrants who seek advice into contact with other Caritas associations and independent and external providers. The migrants have the possibility of taking part in individual counseling, groups or networking projects. Returnees and transit migrants are offered special help by Raphaels Werk. It answers questions of emigration and offers as much information on this undertaking as possible. The Catholic migration working group is a successful project in the integration process. They require a socially fair integration and refugee policy, strengthen the cooperation of Catholic welfare providers in the area of migration, improve the acceptance of foreigners in the native population and support the protection of migrants' and refugees' rights. In technical issues, the Catholic Association for Migration consid-

⁷⁷ Vgl. AWO Bundesverband e.V.

ers itself a contact and cooperation partner of the commission for migration (XIV) of the German Bishop's Conference.⁷⁸

Diakonie

Diakonie, the welfare association of the Protestant Church, has for years been engaged in working with different migration groups. It exists in Germany as well as in Austria. It acts according to its self-concept of social work with people of the most different origin, gender, age and religion. There are about 27,000 diaconal institutions and services. In the same way as Caritas and AWO, Diakonie offers orientation, advice and support for migrants in migration specific issues. Diakonie's migration counseling addresses to refugees, labor migrants, late repatriates, victims of forced prostitution, people in custody pending deportation and without legal residence permit. Diakonie aims at integrating migrants with a residence permit as soon as possible into society and the social, cultural and religious life. Developing the diaconal church work of migrants in Berlin-Brandenburg and the Silesian Upper Lusatia is considered as a special job of the Diakonie. Besides, another special task is integration and refugee policy. Diakonie offers special counseling for young migrants in the social educational area, it organizes integration courses and works on networking. In this it closely cooperates with the professional association Evang. Erziehungshilfen, Beratungs- und Jugendsozialarbeit Berlin-Brandenburg e. V. STUBE is another important project of Diakonie and stands for studying accompanying program for migrants from Africa, Asia and Latin America. This accompanying program supports justice, peace and protection of the human creation of the migrants. Besides it deals with the questions of the students returning to their home country. In this context they organize many seminars, workshops, club evenings and parties for giving information, helping and encouraging integration.⁷⁹

Al-Dar e.V.

Al-Dar e.V. has existed for 26 years addressing to migrants of Arab origin. The staff of the association helps with school problems, with mediating between the authorities to avoid misunderstandings. They facilitate the job come-back for unemployed. A topical case has shown the activity and helpfulness of Al-Dar e. V. An eleven-year-old child from Berlin-Neukölln who had learning and concentration problems - he stammered and was supposed to change his special school due to moving – suddenly was without a school place. Al-Dar e. V. mediated between the education and the youth welfare authority for obtaining a fair school and therapy place for the boy.

Al-Dar e.V. counsels families and especially women with respect to schools, kindergarten places, associations and gives advice on handling the children. Many migrants with insufficient knowledge of the German language living in Berlin hesitate to make use of counseling services. The foreign-language counseling centers are a good contact point for migrants getting advice from their native people. Community interpreters help with language barriers and mediate in schools, kindergartens, authorities or hospitals. Wherever impediments lead to communication problems, interpreters help to overcome them. The counseling center of Al-Dar e.

⁷⁸ Vgl. Caritas in Deutschland - Wohlfahrtsverband der katholischen Kirche

⁷⁹ Vgl. Diakonie Bundesverband

V. was founded by a Palestine woman and is a textbook example of migrants' organizations.⁸⁰

2.8 Kiezmütter ("community mothers") – a Berlin example for the integration of migrants

„Berliner Kiezmütter“ emerged in 2006 as project of the association „Kulturen im Kiez e. V.“ (cultures in the neighborhood). It consisted of 12 Berlin women of different cultural circles (Turkey, Chile, Bosnia-Herzegovina, Ghana, Peru, Iraq, Syria, Argentina, Lebanon, Germany). These women's job is to contact mothers and their families with regard to their national language and regional/cultural competences⁸¹. Their focus is the assistance and cultivation of communication within the families and of gender-democratic family structures as a foundation for the development of varied competences of mothers, fathers and their children – and not at least the competence of settling and finding their way in Berlin.⁸² „Kiezmütter“ offer their support in administrative issues.

In the context of appointing women „Kiezmütter“ the association „Kulturen im Kiez e. V.“ developed a permanently advancing qualification program offering help for self-help, language assistance, play and craft ideas for children, information on leisure time activities and regular services. This qualification makes „Kiezmütter“ to persons acting even beyond their „Kiez“ (community). One example is the Turkish class conducted by a „Kiezmutter“ in the rooms of the association „Kulturen im Kiez e. V.“ or another one the commitment of two mothers in the advisory council in charge of the allocation of the funds. Further areas of commitment are concerning church congregations or events, e. g. girls' day in the community center „Max 14“. The community mothers meet once a week for training and exchanging their experiences. These trainings are carried out by female child care workers, social workers, police women, physicians, physiotherapists, occupational and psychotherapists as well as other people whose experiences are of value for the community mothers and the families they visit. However, a considerable contribution is made by the community mothers themselves, e. g. the extension of equipment (games and learning material). The trainings are complemented by coaching twice a month in which the community mothers are obliged to participate. The coaching includes the following topics:⁸³

- Exchanging experiences within the group, getting feedback
- Opening a conversation/initial conversations
- Active listening
- Conflict management
- Techniques of dissociation
- Appreciation and other cultures of manners
- Stress reduction

⁸⁰ Vgl. Al-Dar - Zur Beratung und Betreuung von Familien arabischer Herkunft e.V

⁸¹ Vgl. Senatsverwaltung für Statentwicklung - Quartiersmanagement Pankstrasse, 2011

⁸² Vgl. Gleichstellungsbeauftragte Berlin, 2010

⁸³ Vgl. Kulturen im Kiez e.V., 2009

The duality character of the project is of major importance. On the one hand the self-confidence of the women who were appointed community mothers is increasing, on the other hand the counseling facilitates the integration of families into the German society. In the context of this statement “multiplier effect” is a term often mentioned, meaning that the counseled mothers implement the newly acquired knowledge themselves and then pass it on to neighbors, friends and relatives. The “multiplier effect” even involves the idea of making the addressed women community mothers, too. The priorities of the project are:⁸⁴

- Encouraging the reflection of the personal part in the family,
- Strengthening education competences,
- Encouraging and strengthening of the family community,
- Strengthening of the self-confidence,
- Explaining the necessity of learning the German language,
- Encouraging the family language of children with a migration background,
- Passing on the knowledge to other women and families in the community,
- Encouraging the civic commitment and involvement of women and their families in community life.

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3 Migration and integration from an Austrian perspective

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3.1 Migration in Austria

History

When we have a closer look at the immigration history it becomes obvious that Austria can look back to a very long immigration tradition and can thus be regarded as a classical immigration country. In the 16th century there was already labour migration to the greater region of Vienna continuing up to the middle of the 19th century. In 1919 Vienna reached its historical migration peak, counting 2.239 million inhabitants of which one third can be traced back to immigration. Within the Habsburg monarchy it was only possible to get the right of domicile, if one adapted to the German speaking culture and in parts denied one's own origin and tradition. After diverse political upheavals and wars many refugees came to Austria. As a consequence, in 1945 about 1.4 million migrants lived in Austria. Many of them were war refugees, former concentration camp detainees, expatriates, forced labourers etc. Later on some of them emigrated to Canada, Australia or the United States. In the 1950s the classical labour migration started. Due to the economic boom an acute lack of labour forces arose in Austria. An agreement concerning the immigration of foreign workers was concluded with the effect of 265,000 labour migrants coming to Austria within 14 years. They made up a percentage of 6.1% of all labour forces. The majority of labour migrants were men who were taken to Austria without their families in the hope that they would return to their home country and their families as soon as possible. This was the reason that neither politics saw a reason for developing an integration or social policy concerning this target group nor the population of labour migrants saw a reason for adapting to the local culture, as the residence was thought to be only temporary. When economic growth in Austria impended to stagnate in the 1970s the foreigners' employment law was passed. Its intention was to induce the labour migrants to go back home and it preferred Austrian workers on the labour market. But due to the family reunions that have already taken place, the population remained at a constant level, the foreign employment rate, however, decreased by about 40%. These facts and another wave of refugees (in 1999 Yugoslavia – the greatest after 1945) led to a reformation of the asylum and refugee policy. The third state security was introduced and the residence law was reduced, but only with little effects⁸⁵.

On January 23rd 1993, „NPO SOS Mitmensch“ initiated a demonstration called „Lichtermeer“. In Vienna alone 300,000 people were on the streets. They demonstrated against „Austria first“, a referendum the political party FPÖ wanted to initiate, for more solidarity and against radical xenophobia⁸⁶.

⁸⁵ Vgl. Krautinger 2010, S. 11-14

⁸⁶ Vgl. <http://www.sosmitmensch.at/stories/10/>

When entering the EU in 1995 the migration and integration policy had to be adapted. This led to a tightening up of immigration law. Resident migrants ought to be integrated and new migration ought to be regulated by a quota regulation. In the course of the years this regulation got even stricter. Since the integration agreement in 2002 there has been a mandatory German integration class teaching besides basic language skills also social, cultural, economic and demographic values. Migrants have to prove their successful graduation within four years, otherwise sanctions are imminent, ranging from administrative punishment to the termination of their residence status. In the beginning they have to bear the costs themselves. In parts they will be paid back by the Federation. The faster the class is passed the higher is the amount paid back⁸⁷.

Facts and data

In 2008 1.425 million persons with migration background lived in Austria, i. e. people whose parents were not born in Austria. These are 17.3% of the total population. 13% of them are first generation and 4.3% second generation migrants⁸⁸.

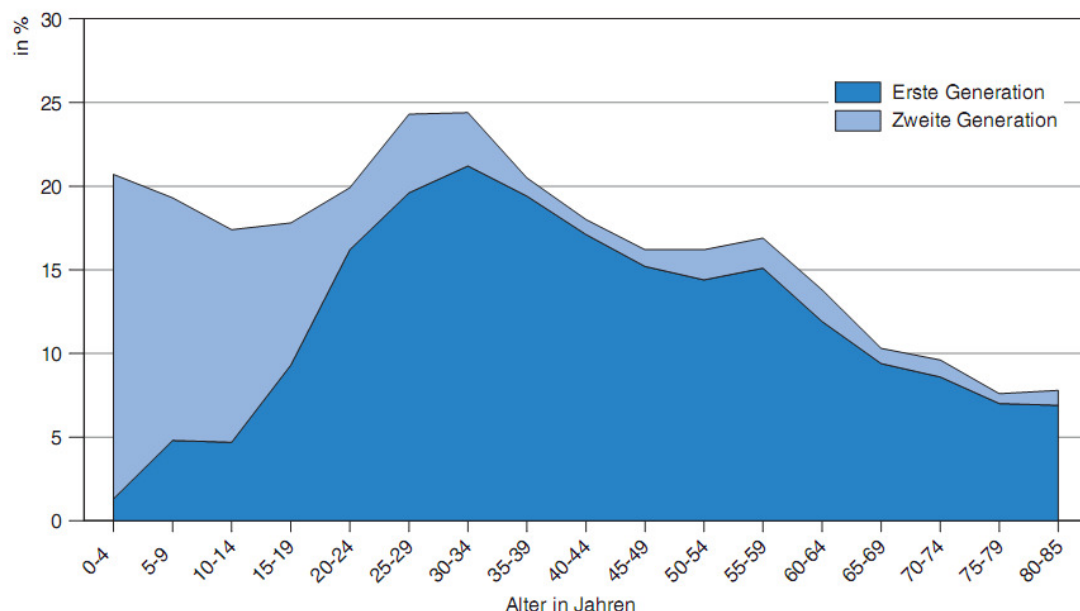


Abbildung 1: Personen mit Migrationshintergrund nach Erster und Zweiter Generation und Altersgruppe

⁸⁷ Vgl. Krautinger 2010, S. 14-15

⁸⁸ Vgl. Statistik Austria 2009, S. 25

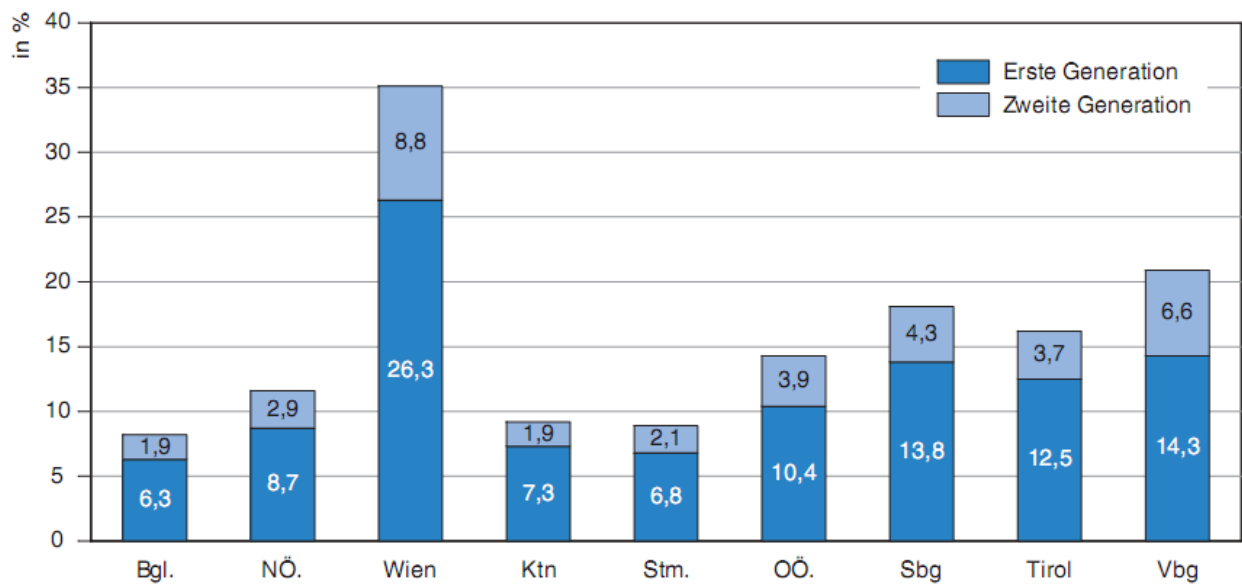


Abbildung 2: Personen mit Migrationshintergrund nach Erster und Zweiter Generation

	Gesamt	Mittlere Aufenthaltsdauer	Anteil an Gesamtbevölkerung	Männer	Frauen	Anteil Frauen
	in 1.000	in Jahren	in %	in 1.000		in %
Insgesamt	8.223,0		100	4.004,6	4.218,5	51,3
Im Ausland geboren	1.178,7	15,9	14,3	548,4	630,4	53,5
Deutschland	168,6	13,7	2,1	75,3	93,3	55,3
Türkei	159,8	17,0	1,9	83,5	76,3	47,8
Bosnien und Herzegowina	146,0	16,3	1,8	74,5	71,6	49,0
Serbien	116,1	19,3	1,4	54,6	61,5	52,9
Polen	60,3	15,8	0,7	25,5	34,8	57,7

Abbildung 3: Anteil von im Ausland Geborenen nach Bundesländern

In general, Austria is not a popular immigration country, as many qualified people migrate to Canada, Australia or the US.

3.2 Terminology

Refugee

Article 1 of the Geneva Convention on Refugees defines a refugee as a person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such

events, is unable or, owing to such fear, is unwilling to return to it. Austria signed the Geneva Convention on Refugees in 1995.

Difference between refugees and migrants

A migrant usually leaves his home country voluntarily in order to improve his/her living conditions. If he/she returns, he/she still appreciates the government's protection. Refugees, however, flee from immanent persecution and cannot return to their home country under the existing circumstances.

Assimilation in Austria

Assimilation vs. integration

As previous comments have shown, media and politics have a very high importance and a critical effect on the topic of migration in the Austrian society. They shape the people's understanding of this topic and instead of acting informative and integrating they cause the opposite effects. They convey a picture that can be summarized by the following quotation: „Integration bedeutet oft, dass man von Fremden verlangt sich unserer Kultur anzupassen und dass sie ihre Herkunft vergessen sollen. Sie sollen einfach nur zu anderen Menschen werden...“ (Integration often means that foreigners are demanded to adapt to our culture and to deny their origin. They are just supposed to become other persons...).⁸⁹ The fact that this insight has nothing to do with integration, however, is largely unknown in the population. It is rather about assimilation which is often described as xenophobia and the pressure to fit into a certain scheme. It is about immigrants setting aside their complete past and culture, the way of their socialization and upbringing as well as the history of their home country and everything that is different to their host country. In return they ought to adopt and internalize culture, values and norms as well as the social life of the host country. Consequently, it is a process in which the immigrant is required to change completely and to deny his/her whole identity.⁹⁰

Identity

Assimilation requires and implicates changes in the immigrant's identity, a demand of unthinkable dimensions. Identity includes so many components that can, although hardly realized, still be easily changed. Even in today's global world identity has become a complex phenomenon that cannot be made easily comprehensible. The "original identity" thus plays an even greater part than before. Only by some few aspects it can be transferred to different cultures and be lived out further on.⁹¹ Mainly two aspects of identity are particularly relevant to migrants: language and religion. This topic will be dealt with as follows.

Language "is not only part of communication, but also an instrument of each nation's cultural identification. It is a cultural phenomenon, closely connected to the social structures and the system of values."⁹² Language, thus, is a guarantee for

⁸⁹ Loacker (2009), S.27.

⁹⁰ Vgl. Schmid (2010), S.18.

⁹¹ Vgl. Unamuno (2009), D.59.

⁹² Unamuno (2009), S.59

immigrants to preserve their own identity and has to be regarded by the host country.

In Austria the significance of foreign languages already becomes obvious in primary school. Picture 1 shows that 21% of all primary students in Austria have a mother language different from German, other first languages are Bosnian/Serbian/Croatian and Turkish. This high percentage shows the urgent necessity of addressing this topic.

	Alle SchülerInnen		Mit österreichischer Staatsbürgerschaft	
	N	%	N	%
Gesamt alle Erstsprachen	344 219		304 506	88
Deutsch	270 577	79	266 585	99
Andere Erstsprache als Deutsch	73 642	21	37 921	51
<i>Davon:</i>				
Bosnisch/Kroatisch/Serbisch	23 441	7	10 426	44
Türkisch	20 612	6	12 630	61

Abbildung 4: Volksschule nach Erstsprache (2007/08)⁹³

Not only the primary school system, but also the whole Austrian mandatory school system is based on “three backbones” for encouraging integration measures. The first two initiatives, “promotion measures in German as second language” and “native speaker classes” have even been formally and legally fixed. “Inter-cultural learning”, one of many teaching principles, is another initiative.⁹⁴

As part of the assistance measures in “German as second language”, students with deficiencies in German have the possibility of making use of earmarked resources for their schools in order to establish or support special language classes at their schools. The native speakers’ classes offer migrants the opportunity of receiving lessons in the 20 most frequent first languages and therefore of practicing an important part of their culture. In all of Austria 340 teachers in total are available for teaching native speaking classes. Half of them are focused on Vienna. The third backbone is the teaching principle of inter-cultural learning. All teachers ought to consider and use it in order to contribute to mutual understanding, tolerance and respect between the students. Diversity and multilingualism form the foundation of this approach.⁹⁵

Religion is a second component that is shaping identity, particularly in the Muslim world. It is very close to cultural and personal identity and can rarely be regarded separately. It determines convictions and guides a person’s behavior basically. Thus religion grants immigrants to preserve their own identity. However, religion is

⁹³ Quelle: Nusche et al. (2009); S.18. adaptiert [online]

⁹⁴ Vgl. Nusche et al. (2009); S.22 [online].

⁹⁵ Vgl. Nusche et al. (2009); S.22 [online].

often compared to negative scenarios such as dress regulations, genital mutilation or honor killings, even affirming assimilation in the population. Political campaigns and medial propagation thus transport a very negative image causing fear and lack of insight for immigrants with the population.⁹⁶ This is also illustrated by Gombos' approaches of explaining the emergence of fear. Due to his idea, fear is on the one hand learned in the socializing process and on the other hand shaped by the policy of modern society.⁹⁷

A practical example is a controversial computer game put online by the Austrian political party FPÖ in 2010 in the context of the election campaign for the federal parliaments. "Moschee baba" caused strong media attention in Austria and led numerous web attendants to the webpage of this game. As you can see in the following screenshot (picture 2), the game is about shooting as many minarets and mosques appearing on the screen and thus stopping their further construction.



Abbildung 5: Spiel- „Moschee baba“⁹⁸

Pressure for assimilation in Austria

“Zahlreiche Studien zeigen, dass der Assimilationsdruck [in Österreich] äußerst groß ist und daher die eigene kulturelle Identität zugunsten derjenigen des Gastlandes aufgegeben wird.”⁹⁹ („Numerous surveys show that pressure for assimilation [in Austria] is immense so that one’s own cultural identity is given up in favour of the host country.”)

This view is reflected in the international value survey, a social science research project. The goal of this value survey is to compile social science insights and to gain, based upon them, estimates of the values of society. Addressed topics are ethic, religion, work, family and nation. Its aim is to draw a picture of the population

⁹⁶ Vgl. Potz (2007), S.337ff.

⁹⁷ Vgl. Loacker (2009), S.39f.

⁹⁸ Quelle: Riegler (2010) [online].

⁹⁹ Leitner (1993), S.7, zit. nach: Bahramiyan-Kulnig (2001), S.111.

and its predominant views as well as to realize a long-term trend to values in the different nations.¹⁰⁰

According to the value survey it can be stated that approval for xenophobic statements has increased since the beginning of the 90s and the rise of Haider. Concretely, eight out of ten Austrians are of the opinion that “foreigners ought to adapt their lifestyle better to the natives”. 49% of the population is of the opinion that foreigners “ought to be sent back to their home countries when jobs run low.”¹⁰¹

The result of the value survey reflects the actual social situation in Austria and indicates that – although there are integration programs and initiatives – there still has to be done a lot in order to not confuse integration and assimilation.

Ways of implementing the Geneva Convention on Refugees

The Geneva Convention on Refugees is regulated by the national legislations of the signing countries. In Austria it is regulated by the asylum law. When people obtain asylum in Austria, they are called “entitled to asylum”. Persons entitled to asylum stay permanently in Austria and are widely treated equally as Austrians (even labour-law related). People entitled to asylum are also called convention refugees or “recognized” refugees. The German term “Asylant” is not being unambiguous, as it is not defined legally and should therefore better not be used.¹⁰²

In general it can be differentiated between migrants of the first, second and third generation. A migrant of the first generation has migrated as a so called “Quereinsteiger” to Germany, whereas a migrant of the second generation was indeed born here, but his/her parents were immigrants. Talking about migrants of the third generation that means that the grandparents migrated to Germany, but even the parents of the children were born here¹⁰³. Thus a child whose grandparents once migrated to Germany already has a migration background.

3.3 National programs in the context of migration

In Austria the government initiated several programs and activities as well as laws, acts or regulations concerning migration.

We will describe some procedures as follows:

Asylum procedure

According to the Geneva Convention on Refugees a refugee is a person, who "who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country...".¹⁰⁴

¹⁰⁰ European Values Study (2008) [online].

¹⁰¹ Weißensteiner (2009) [online].

¹⁰² http://www.integrationsfonds.at/wissen/integration_im_fokus/integration_im_fokus_ausgabe_12009/service/wer_ist_fluechtling/

¹⁰³ vgl. Konsortium Bildungsberichterstattung 2006, S. 141

¹⁰⁴ Abkommen über die Rechtsstellung der Flüchtlinge von 1951 „Genfer Flüchtlingskonvention“

In Austria the asylum procedure is competence of the domestic ministry. The asylum procedure serves as a declaratory procedure in which it has to be clarified, if a person meets the criteria of the Geneva Convention on Refugees. Asylum law only regulates the process of this declaratory procedure. It explains among others how asylum seekers can immigrate to Austria, in which way the application has to be made, which rights and duties asylum seekers have during an asylum procedure and much more.

Asylum is legally regulated on three main levels. The highest instance is international law based upon the statutes of the United Nations of 1945, the Convention about the legal status of refugees of 1951 together with additional protocols and conventions for the protection of human rights and basic liberties 1958 human rights conventions including additional protocols.

The next instance is European Law with diverse acts and regulations as for example the regulations concerning the minimum standards for procedures in the member states referring to the acknowledgement and withdrawal of the refugee qualities of 1st December 2005.

On a national level asylum is regulated by the asylum law of 2005 and the act of implementation of the asylum law of 2005. Several further laws were added¹⁰⁵.

One reason for the new edition or revision of the asylum law in 2003 was the heavy negative reaction towards the law. According to the opinion of many, among others amnesty international, it was "disastrous" and "violating to human rights". This had also become obvious in the sharply decreasing numbers of asylum seekers: 19.4% in the first six months of the years 2003 to 2004.

In Austria there are two instances for an asylum procedure. The first instance is the federal asylum agency. It is a monocratically organized, direct federal authority seated in Vienna. The federal asylum agency is directly subordinated to the domestic ministry. There are three additional places for first admission: in Traiskirchen (east), Thalham (west) and at Schwechat airport, which are parts of the federal asylum agency¹⁰⁶.

The second and last instance of the Austrian asylum procedure is made up by the Asylgerichtshof (AsylGH). Until 1st of July 2008 the independent Bundesasylsenat had been the last instance, but it then was replaced. AsylGH is not a court of appeal, but a court of last instance for individual complaints seated in Vienna¹⁰⁷.

Referring to application numbers it has become apparent that they have decreased sharply. In 2005 there still were 22,461 applications while in 2010 there only were 11,012 applications. During this period of five years there had been two years of extreme decreases: 2005 to 2006 the numbers decreased by 40.57% and 2009 to 2010 by 30.40%. In the years in between there had been partly increases indeed, but considering the five years in total there had been a decrease of nearly

¹⁰⁵ BM.I, 2011 online

¹⁰⁶ BM.I, 2011, online

¹⁰⁷ BM.I, 2011, online

50%¹⁰⁸. This leads to the question if Austria can still be considered a country of asylum.

Guest workers

After the end of World War II and when the economic boom in Austria started, there was an increasing lack of labour forces. In 1961 the former President of the Chamber of Commerce, Julius Raab, and the Austrian Trade Union Association (ÖGB), Franz Olah, signed an agreement which was supposed to recruit 47,000 guest workers¹⁰⁹. This is generally seen as the beginning of guest worker policy in Austria. According to Hermann Möckler this already happened a few years earlier, when in 1956 refugees from Hungary were admitted who had to flee after a riot. As a consequence Austria received high international respect for its hospitality towards immigrants. In the following years 150,000 Czechs followed due to the Prague Spring in 1968 and about 100,000 Poles in the 1980s. Many of these two waves did not stay in Austria for a long time and often continued their journey to the United States, especially to Chicago.

In 1962 Austria signed an agreement with Spain considering the recruitment of guest workers, but it rarely had any practical importance. In 1964 a similar treaty for recruiting the needed labour forces was concluded with Turkey and in 1966 with Yugoslavia¹¹⁰. Further big waves followed in 1989 when the "Eastern Bloc" came down and in the years 1990 to 1993, in which about 85,000 people immigrated to Austria and in great parts applied for asylum. Due to these immense increases, that had not been planned anymore, asylum law was passed¹¹¹.

Key labour forces

Qualified persons from third countries have the opportunity to migrate to Austria as so called key labour forces and start a job. But they have to fulfill special criteria. Three criteria are crucial:

- A specific job offer
- A special education or skills and qualifications required on the Austrian labor market
- Minimum wage of at least 60% of the ASVG maximum contribution basis (this is € 2,520 gross per month in 2011).

The application is made by the „key force“ himself by filling in the form and submitting further certificates, such as passport or birth certificate. The actual application act, however, is then made by the employer. The regional labour market authority (AMS) first checks the application and after a positive decision the person gets a first consent lasting for 18 months. Afterwards a prolongation of further 12 months is possible and after five years a permanent residence can be granted¹¹².

¹⁰⁸ BM.I, 2011, online

¹⁰⁹ Die Presse, 2009

¹¹⁰ HaGalil.com, 2011, online

¹¹¹ DiePresse, 2009

¹¹² BM.I, 2011, online

Per year a maximum of 2,645 individuals may obtain a positive decision to work as a key force. However, businessmen and managers still criticize that the criteria for admission are far too strict. Christian Friesl of the Industrial Association believes this would scare many potential key forces away who would so migrate to Canada, Australia or to the United States. Incentives were lacking for qualified labour forces to come to Austria. This could in the long run lead to problems¹¹³. Margit Kreuzhuber of the Austrian Federal Economic Chamber regards the above mentioned minimum wage as a special problem, as mainly university graduates already fail at this barrier. However, keeping graduates of Austrian universities in the country and integrating them into the Austrian economy had to be the goal¹¹⁴.

The red-white-red card

The red-white-red card is a new system that is supposed to do away with the problem of key forces. The card is to become effective at the beginning of July 2011 and according to the Canadian and US-American example is supposed to make it easier for labour forces from third countries to come and work in Austria. The major difference to the already existing system is that immigrating specialists do not yet have to prove knowledge of the German language. However, the integration contract includes that they have to prove the A2 level in German after two years.

The red-white-red card is to recruit mainly three groups of people: managers, qualified migrants of shortage occupations (e. g. milling cutters, lathe operators or welders) and other jobs that cannot be occupied by native workers. The red-white-red card also makes it easier for university graduates to start working in Austria: they only need a job offer and a minimum wage of € 1,900 gross¹¹⁵.

8,000 migrants in total may acquire a red-white-red card in different categories:

- 500 highly qualified workers and managers
- 2,000 workers in shortage occupations
- 2,500 key labour forces
- 500 students from third countries
- 2,500 persons from family reunions

In each category the person has to reach a different score of points for acquiring the red-white-red card, e. g. by proving practical working experience, education, age and language skills. He/she has to reach at least 70 out of 100 points for being entitled to a red-white-red card.

For example, highly qualified labour forces and managers need the following points:

- Special qualifications (e. g. university graduation): maximum 40 points
- Working experience: maximum 20 points

¹¹³ Oe1, 2011, online

¹¹⁴ Oe1, 2011, online

¹¹⁵ Oe24.at, 2011, online

- Knowledge of (foreign) language(s): maximum 10 points
- Age: maximum 20 points
- Studies in Austria: maximum 10 points

For making Austria even more attractive for highly qualified persons, they can get a red-white-red card for twelve months without a further labour market check if they already have a valid visa for seeking a job¹¹⁶.

It remains to be seen and hoped that the new red-white-red card is actually accepted by potential labour forces and attracting highly qualified labour forces to Austria as intended. The activities and laws of the last 20 to 25 years have done damage to the image of Austria which had formerly been a hospitable country. This also had effects on the economy, as important labour forces could not be recruited and thus migrated to other countries. Consequently, part of the economic success and competitiveness depends on the success of the red-white-red card.

Austrian citizenship

Basically, there are two kinds of obtaining the Austrian citizenship: by parentage or by conferral.

By parentage: Legitimate children obtain the Austrian citizenship automatically at birth if at this moment one parent is Austrian citizen, too. If one parent dies before the birth of the child, the legitimate child obtains the Austrian citizenship if the departed parent had been Austrian citizen at the moment of his death.

Illegitimate children obtain the Austrian citizenship automatically at birth if their mother is Austrian citizen at the moment of their birth without considering the birth place of the child or the citizenship of the illegitimate father.

In case the married parents have different nationalities (Austrian and other) and the country of origin of the foreign parent has the principle of parentage (like in Austria) the child gets a dual citizenship. According to Austrian law the child does not have to decide on one nationality when becoming full-aged – but it may be that the other country demands a decision¹¹⁷.

There are various possibilities of obtaining the Austrian citizenship by conferral:

- Conferral due to a legal entitlement
- Arbitrary conferral
- Conferral at residence abroad
- Re-obtaining the citizenship by notification¹¹⁸.

¹¹⁶ BMASK, 2011

¹¹⁷ help.gv.at (1), 2011, online

¹¹⁸ help.gv.at (2), online, 2011

For obtaining the Austrian citizenship by conferral certain specific general conditions have to be fulfilled, for example:

- At least ten years of legal and continuous residence in Austria
 - Of these ten years at least five years of residence permit
- Integrity (no previous criminal convictions)
- Secure income (evidence of regular and secure incomes)
- Knowledge of the German language and basic knowledge of Austria's democratic order and history.¹¹⁹

Austrian Integration Funds

The Austrian Integration Funds (ÖIF) targets at the integration of asylum seekers and migrants in the areas of language, job and society based upon their rights and obligations in Austria. By discussing the topic of migration thoroughly and objectively, the ÖIF encourages an awareness in the Austrian society for challenges and changes in this context. Basics for a successful integration are respect of personal identities, tolerance and the readiness to make opportunities out of differences.¹²⁰

ÖIF is financed by the Republic of Austria and is a partner of the BM.I (Domestic Ministry). ÖIF regards itself as an open and modern service organization working independently of religion and ideology. Therefore ÖIF is open for change and new ideas.¹²¹

Some of its goals and services are:

- Encouraging encounters and dialogues between customers (asylum applicants and migrants) and the Austrian society.
- Conveying knowledge and information relevant for integration to customers and the Austrian society
- Facilitating national and European projects on the improvement of integration
- Consulting customers in everyday life questions
- Conveying essential language skills in German
- Offering assistance in finding a job by cooperating actively with the economy (e. g. companies or labour market service) and experts
- Helping customers to find accommodation

All these measures are supposed to help and secure a quick integration into the Austrian society.¹²²

¹¹⁹ help.gv.at (3), online, 2011

¹²⁰ Österreichischer Integrationsfonds, online, 2011

¹²¹ Österreichischer Integrationsfonds, online, 2011

¹²² Österreichischer Integrationsfonds, online, 2011)

Not only asylum applicants and migrants benefit of a quick integration, but also the economy of Austria, due to the creation of new jobs and the improvement of the total economic efficiency. This helps Austria to stay a leading economic nation in the future.

3.4 Media and Migration

Migration and Media

First of all the question occurs why media play a role in the context of migration and integration. This is due to the fact that media are important for the success or failure of a social process, especially if it is about such an important process as integration.¹²³ Media can construct and influence social reality. They are therefore contributing to the consumers' opinion making. We therefore discuss the media reports relating to migrants as follows.

It is remarkable that there are hardly any examinations about the handling of migration and integration in the Austrian media. The Austrian Report on Integration 2001 – 2006, for example, explicitly excludes this topic.¹²⁴ Only during the recent years research focused more and more on this issue. Now first outcomes are available. It is expected that research on this topic will be extended in the next years.

Especially relevant subjects in this context are, firstly, the media of the host country and their way of portraying migrants and their problems; secondly, the media by and for migrants and their contribution to integration and, thirdly, the presence of people with a migration background working in the private and public media of the mainstream society.¹²⁵

The media may be structured into various subareas: print media, TV, radio broadcasting and internet. In the following part we will focus on the area of print media and daily newspapers.



(www.media-analyse.at Stand: 15.03.2011)

¹²³ Vgl. Bundesministerium für Inneres, S. 196

¹²⁴ Vgl. Bundesministerium für Inneres S. 196

¹²⁵ Vgl. Bundesministerium für Inneres, S. 196

In Austria, „Kronenzeitung“ is after the ORF the media of the highest coverage. Therefore it is by far the most influential and popular daily newspaper. This is shown in the graph above. According to the respondents of a survey, „Kronen-Zeitung“ reports in compliance with a black-and-white-scheme.¹²⁶

The reporting of „Kronen-Zeitung“ calls „foreigners“ a threat for the security of the Austrians. In this way they are made the scapegoat for the major part of the country's problems.¹²⁷

Mathias Rohde examined the content of daily media reports (of major Austrian daily newspapers) on the topic between 1997 and 2005 and found out that 88% of the articles are to be considered neutral and 8% clearly negative. This leads to the conclusion that there are hardly any positive reports on the topic of migration. The major issues of the articles dealt with “the integration of Muslims living in Austria” and “potential terror dangers in Austria.” Muslim life in Austria in general continues to be a marginal issue.¹²⁸

Basically, the problems around foreigners in the media changed to problems around Islam. In 2001 for example, the keyword “terror” appeared six times as often in newspaper reporting than in 2000. Thus, integration is only discussed in the context of worldwide danger prevention and not as an autonomous and important issue. Muslim migrants are ascribed a general threatening potential. Many articles portray Islam as a religion that leads or maybe easily leads to terror and that in any case is underdeveloped and ready to use violence.¹²⁹

The media report more frequently on problems with migrants than on problems of migrants. Neither are the Austrian media legally obliged to contribute to successful integration nor to consider migrants and their interests.¹³⁰

The phenomenon of closed worlds refers to the media consumption of migrants. Via satellite TV they can continuously be provided by programs of their own cultural environment and thus are quasi culturally autonomous.

The consumers of these programs are left with the impression that an encounter or involvement in the Austrian environment seems to be dispensable and unimportant for their lives.¹³¹

This may lead to isolation. The employment of migrants in the editorial offices is generally considered to be the major key for encouraging integration. It is expected that migrants on the one hand would improve sensitivity for the problems of migrants and on the other hand awaken their interest in the concerning media and the Austrian media in general.

¹²⁶ Vgl. Österreichischer Integrationsfonds 2010

¹²⁷ vgl. http://textfeld.ac.at/themencluster_kronenzeitung Stand: 10.03.2010

¹²⁸ Vgl. Rohe, S. 15 f

¹²⁹ Vgl. Rohe, S. 16f

¹³⁰ Vgl. Bundesministerium für Inneres, S. 197

¹³¹ vgl. Bundesministerium für Inneres, S. 199

Media staff members with a migration background would have easier access to the world of migrants (e. g. in mosques) and could become mediators between migrants and mainstream society.¹³²

The prohibition of begging in Austria

The prohibition of begging was resolved one week ago in Steiermark (21st February 2011) and forbids begging in general – punished with the highest fine of 2,000 Euros. However, local communities are allowed to declare specific begging zones. In Vienna only commercial begging is punished with a fine of 700 Euros. Aggressive begging and children begging had already been forbidden in Vienna and Graz.

Lower Austria prohibits commercial begging, door-to-door begging and children begging since December. In Vorarlberg begging is generally forbidden, but needy people are allowed to ask for exceptions. This week a law against aggressive and commercial begging and children begging is passed in Kärnten, in Upper Austria details are still discussed. Eisenstadt is Burgenland's only city where "pushy" begging and children begging is prohibited and punished with fines up to 1,100 Euros. In Tirol aggressive begging is prohibited since 1976 and in Salzburg begging in general since 2009. Lawsuits against Salzburg and Vienna were brought before the Constitutional Court.¹³³

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4 Integration of Minorities in Poland

4.1 Introduction

Why are immigrants seldom warmly greeted by the native population? Why do some people claim that these new citizens do not integrate at all? An interesting answer can be found in social psychology and identity theories.

Neuropsychology shows how repeated experiences strengthen the nerve channels between brain cells until they are recognized as familiar. At first new experiences will be accompanied by emotions like “hmmm, pleasant taste,” or “watch, this is steaming hot!” And the feeling of danger

These experiences are guided by instinct: For instance or fear for spiders comes from our instinct to be afraid of insects with eight legs, instinctively we classify them as dangerous, poisonous and so on.

Off course this discovering process is not only in relation to objects, but also in interaction with other people around us (family, friends, classmates, etc). All these familiar experiences are used to build up our self conception: Who we are and where we belong. At the same time an individual wants to be unique, by differing from the in-group. But too much uniqueness will make a person feel lost and up-rooted; too much conformism will make a person doubt its individual existence.

As we see here, with all these ‘familiar’ experiences we construct our in-group, on which our self-conception is based. People we do not know, or we perceive as different we categorize as members of the out-group. We also need them around to define where the boundaries are between the in- and out-group.

During his life an individual constructs many forms of identity that fit his self conception; identities that fit its self image. They define what the person is AND is not in relation to others. Each identity has its own values and norms, visible characteristics and sometimes even its own history and culture. Examples of different identities are: gender, religion, status, education, class, nationality, origins. Here on the slide you see a graphical abstraction of different identities. These identities overlap with each other and are not equally salient. Depending of the situation they can be weak or strong. What interest us at this conference are the national, regional and religious identities. These identities are generally very strong and salient. These constructions are supported by their own history and specific culture and are re-constructed over and over again on these basics.

Post-Second World War territorial outcome: The Belorussian, Ukrainian and Baltic regions that once were Polish became firmly integrated in the Soviet empire. Moreover the ethnic situation and new Oder-Neisse border favored the Piast conception: After the Nazi and communist occupation the Polish People’s Republic became 97 per cent ethnically homogeneous and Roman Catholic. The loss of six million of its population, the total destruction of Warsaw and other cities and the abandonment to the Soviet sphere by its Western allies, turned Poles into bitter realists. Even with a defeated Soviet Union, a very powerful Russia remained at Poland’s eastern borders; so eastern expansion was definitely out of the question.

During communist rule it was physically and psychologically impossible to revive Polish identity according to the old paradigms: Post-Yalta Poland was inherently different and its political elite emigrated, expelled or massacred at Katyń. And the Church was pushed in a defensive position, when Pope Pius XII sided with Germany against the evil of communism. During the first two years of communist rule, the regime secured a grudging acquiescence from the Polish population with a mixture of terror and social promise. Moreover they offered the new ruling elite an important source of legitimacy in the decapitated Poland. The outbreak of the Cold War resulted in the imposition of direct Soviet style conformity on all aspects of life and caused a bitter reaction. The Stalinization of Poland was comparatively free of the extreme atrocities like in the Soviet Union and other Eastern Bloc states. Anyhow, the Catholic Church and the intellectuals associated with it were among the first victims of the Cold War. The growing disillusionment of the working class and the slowdown in the subjugated economy raised tensions.

The death of Stalin in 1953 only offered a temporally breathing space in which a *modus vivendi* was established with the Catholic Church. After 1960 it was clear that the regime wanted to maintain the totalitarian character. All Polish attempts to lower the tension that arose from the bipolar system were ignored or rejected. When East-West rapprochement did occur, it was based on the premise that Europe would remain divided. As a reaction to that, the Polish opposition reassessed their goals and tactics. When the economy deteriorated, the intelligentsia, the Church and the working class united and started sharing a common vision and purpose, increasingly marginalizing the regime and forcing it on the defensive. The gap between state and society became unbridgeable. More and more the regime had to give in to the opposition that organized itself in the *Solidarność* trade union. With the arrival of a Polish pope and the reformer Michail Gorbačëv the Cold War defrosted and the SU unexpectedly collapsed. Suddenly a new, democratic Polish state emerged with a nation that had to reconstruct its identity from a tormented history.

As already mentioned the Polish population is 97% homogeneous since WW II after the Holocaust and the loss of its borderlands (now mostly parts of Ukraine and Belarus). The first generation of migrants from other East Bloc countries who arrived to Poland after WW II have also undergone a similar identity change as Polish people. From the beginning the SU was the big 'other' by which they defined their own identity. When the communist regimes in their home countries fell, they shared similar feelings of hope and victory. The first generation of migrants has developed a different identity that often proves incompatible with the new generations of migrants, even when they come from the same home country.

Undoubtedly, integration of immigrants pose a challenge to European societies which are struggling with the problem of how to include immigrants into their social structures. In this situation a search for 'models' has been taking place and different national patterns of integration are being discussed as to their relative merits or problems¹³⁴. The integration of third-country nationals in Poland is still relatively a new topic, however, more and more attention is being devoted to it and we are

¹³⁴ F. Heckmann, D. Schnapper, *The integration of immigrants in European Societies. National differences and Trends of Convergence*, Bamberg 2003, p. 9.

trying to build our own model. This is apparent both in the activities of country, as well as in the research projects. Grzymała-Każłowska, a Polish researcher, distinguishes three types of discourse analysis on immigrants in Poland: general research on Polish attitudes towards migrants, research on the attitudes of Poles towards specific categories and groups of immigrants, such as: refugees, foreign students, repatriates, expats and some particular national groups, and research on other specific problems linked with the attitudes of Poles towards immigrants including the issue of discrimination and prejudices or cultural representations of migrants¹³⁵. The first aspect (general attitudes toward immigrants), as well as other related issues (especially labour market), will be referred to in the following part.

4.2 Immigration to Poland

Political factors have, since 1989, played a major role in initiating the inflow of foreign citizens into Poland. Crucial turning points included: Poland's transition from a totalitarian to a democratic political system, the collapse of the communist regime in the Soviet Union, the USSR's subsequent break-up and the dissolution of the USSR-subordinated block of countries, and the end of the bipolar global political order¹³⁶.

The most important groups of immigrants residing in Poland are citizens of Ukraine, Belarus and the Russian Federation (mainly irregular and circulation migrants employed in the secondary sector of the labour market); migrants from the Asian countries (mainly Vietnam and China) involved in gastronomy and the sale of cheap, low-quality textiles; and also highly-skilled professionals (managers, consultants and language teachers) from Western countries, among which many are former migrants with dual citizenship or the children of emigrants. Among political migrants there is at present a prevalence of asylum seekers from Chechnya. The decline of the influx of immigrants is associated with an increase of emigration (temporary and permanent). One has to conclude that it is not as great as in the 1980s, but it does exceed the inflow rate several-fold¹³⁷.

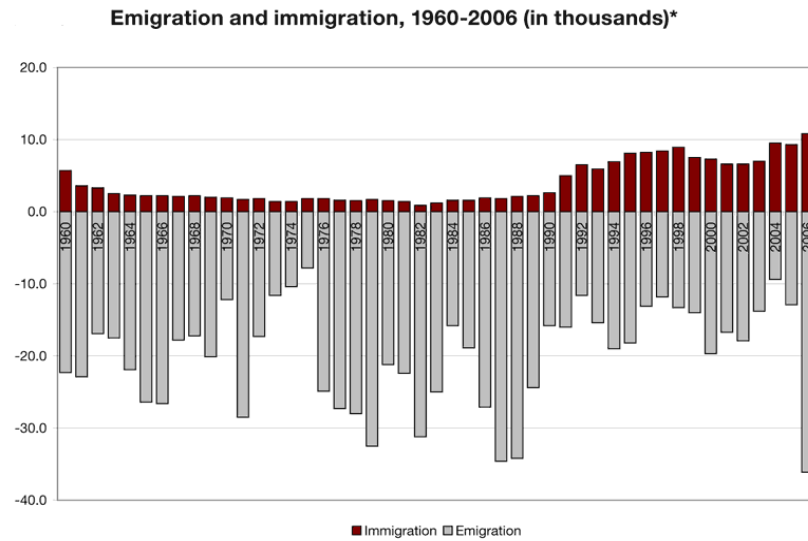
4.3 Polish immigration policy

As it was mentioned above, Poland has a relatively short history of immigration compared to other EU countries. For years Polish migration policy focused rather on the outflows than managing the inflows (see graph on the next page).

¹³⁵ A. Grzymała – Kaźłowska, *Konstruowanie 'innego'. Wizerunki imigrantów w prasie i w badaniach opinii [Construction the 'Other'. The Representations of Immigrants in the Press and in Public Polls]*. Warszawa 2007.

¹³⁶ A. Górny, I. Grabowska-Lusińska, M. Lesińska, M. Okólski, *Poland: becoming a country of sustained immigration*, IDEA working papers No.10 2009, p. 23.

¹³⁷ I. Koryś, *Migration trends In selected EU countries: Poland*, Central European Forum For Migration Research Working Papers 5/2003, p. 6.



Source: Central Statistical Office, Central Population Register – PESEL (*Główny Urząd Statystyczny, Pow-szechny Elektroniczny System Ewidencji Ludności*)

* Note: It would appear that ethnic German emigrants (*Aussiedler*) are partially excluded from these figures.

Migration policy of Poland in the period between 1945 - 1989 was:

- typical for all Soviet Block countries ;
- driven by isolationist principles: restrictive passport and exit-visa policies combined with restrictive entry-visa policies blocked any immigration streams;
- restricted-asylum was granted for a limited set of reasons mainly for communists escaping junta regimes.

At the period between 1989 – 2004 Polish migration policy was reactive in its merits.

- The action, be it legislative or institutional was driven by the: observations of migratory inflows and legal obligations deriving from the preparations for the accession to the EU;
- immigration was not discussed in terms of social or economic policy;
- migration debate focused on protecting borders, human rights/refugee protections, and repatriation of ethnic Poles.

After the EU enlargement in 2004 the Polish migration policy has still been reactive, however, some decisions concerning management of labour immigration were decided and undertaken much faster. The legislative or institutional actions have been driven by the:

- Observations of both migratory outflows and inflows.
- Legal obligations deriving from the preparations for the Schengen agreement.

- Observation that emigration clearly outweighs immigration¹³⁸.

As Weiner noticed: Polish immigration policy developed under the influence of quite different factors from those commonly recognized in the literature. Neither the economic need for immigrants' labour nor socially destabilizing large inflows of asylum seekers, or political and public debates on immigration had real impact on this policy. The pillars of the Polish immigration policy were: the system's transformation and European integration¹³⁹.

4.4 Labour migration policy in Poland

According to the Census of 2002 (CSO 2004), among all foreigners in Poland (non-Polish citizens), whose reason of immigration could be determined, approximately 30 per cent stated to have migrated for work-related reasons, and another 20 per cent for educational matters (of the remaining part, the most – 40 per cent of the total – migrated for family reasons). This means that labour migration forms a significant part of all immigration flows to Poland, and that therefore, the labour market may be considered a driver of migrant inflow into Poland¹⁴⁰.

Since the 1990s, Poland had a restrictive policy towards foreigners' access to the labour market. This section focuses on the identification of real and anticipated policy stimuli that may or may not influence the presence of foreign workers in the Polish labour market. The mechanism regulating foreigners' access to the Polish labour market revolves around the obligation of an employer to apply for a work permit on the foreigner's behalf. This permit is issued after an evaluation of the situation on a local labour market (the so called 'labour market test'). For a limited amount of time, depending on the foreigner's residence permit (usually of a maximum of two years), he or she is assigned to a specific position and to a specific employer. Now, however, several categories of foreigners are exempted from the obligation to apply for a work permit. Combined, these two measures might provide the basis for a labour migration policy that effectively responds to the needs of the Polish labour market.

Since June 2006, seasonal workers from Ukraine, the Russian Federation, and Belarus¹⁴¹ were allowed to work in Poland without a work permit for three months in the span of six months in:

- agriculture;
- cultivation;
- breeding.

¹³⁸K. Iglicka, *Poland: waiting for immigrants. But do we really want them ?*, Centro studi di Politica Internazionale Country Papers, 2008, p..3.

¹³⁹A. Weiner, *Multiculturalism debates in Poland*, CSM 2007.

¹⁴⁰A. Górny, I. Grabowska-Lusińska, M. Lesińska, M. Okólski, *op. cit.*, p.30.

¹⁴¹Nationals of these countries still require a visa with permission to work, which can be issued by a consulate when an applicant submits a declaration from an employer regarding his/her intent to offer employment. The declaration must be registered in the local labour office in Poland.

Changes introduced in July 2007 spilled over to other sectors of the economy, and, in February 2008, the duration of employment permitted on this basis was prolonged to six months in the span of 12 months.

With regard to the labour market, the number of work permits granted has been increasing since 2007, from 12 000 in 2007 to 18 000 in 2008 (increase of 48%) for foreign individuals, and for subcontracting foreign companies from 1 300 in 2006 to 3 700 in 2008. Along with the Amendment to the Act on Aliens, labour market access has been liberalized by a new work permit issuance system with five different types of work permits, lower issuance fees and a one-step procedure. For the first time, students have been granted a privileged category for obtaining work permits. Since 2004 Poland has been among the OECD countries showing the largest increases in inflows of foreign students (to 13 700, a 20% increase from 2006 to 2007).

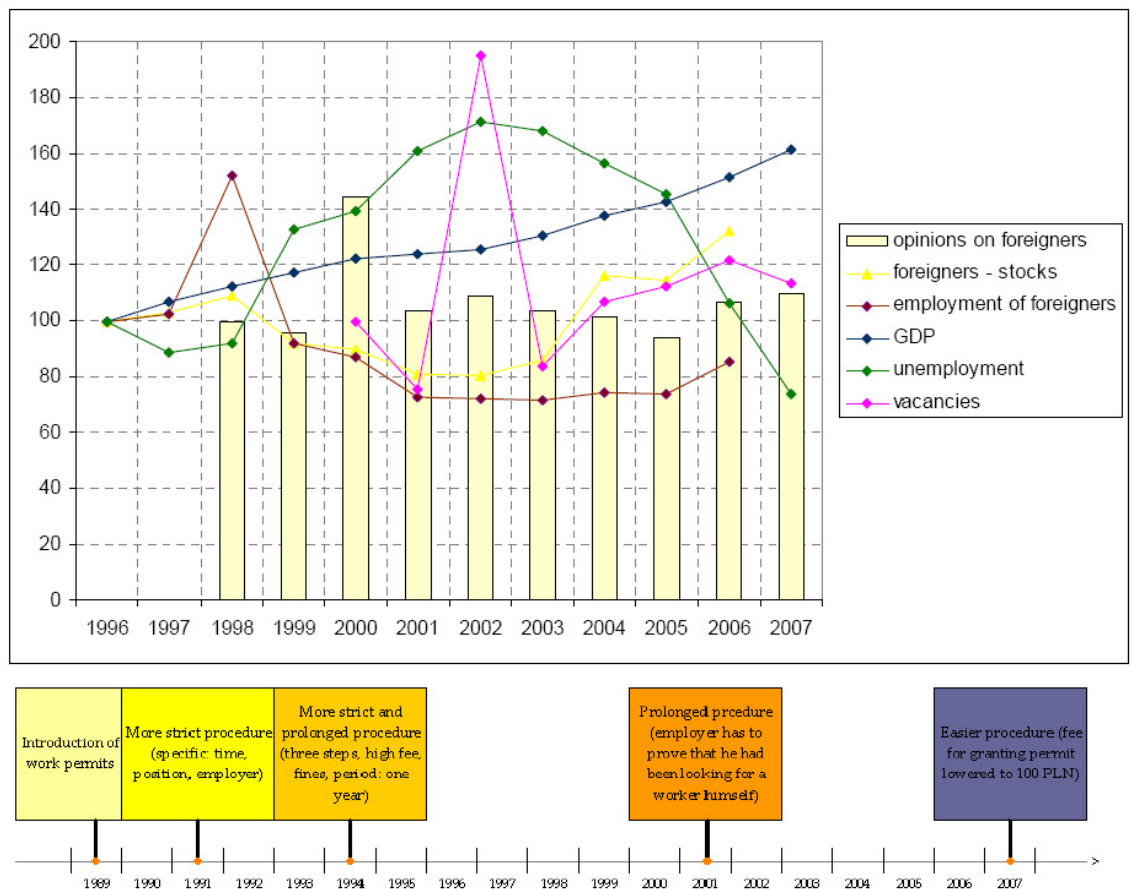
A February 2009 directive by the Minister of Labour and Social Policy simplified procedures for the seasonal employment of migrants from co-operating bordering countries. Migrants from Belarus, Russia, Ukraine and also Moldova are exempt from work permits, although employers must declare their employment at the local labour office and they may not work more than 6 months. This resulted in a large inflow: 20 000 visas were issued in 2007, in 2008 over 95 000. Most of the declared employment was in agriculture, and mostly by migrants from Ukraine (about 96%).

Following Poland's entry into the Schengen Area, a bilateral Labour Border Traffic Agreement with Ukraine came into force on 1st July 2009. Residents of the border area may regularly cross the border and stay in the area for a maximum of 60 days; the permits are valid for two years and can be extended to five years. 3 500 permits were issued in July 2009 alone; annual numbers are estimated to be around 50 000.

In April 2009 a new Citizenship Law was passed by the Parliament. The major innovation is broader regional governors' competencies concerning naturalization procedures. A working group on migration strategy, an inter-ministerial team, is currently preparing an overall long-term migration policy for Poland and is expected to present a New Act on Aliens in mid-2010. Under consideration are aspects such as a clear regularization path as well as a common integration policy, but also a migration policy subordinated to labour market needs with a broader set of privileged categories¹⁴².

The graph at the next page shows some data related to employment of foreigners and history of Polish labour migration policy towards them.

¹⁴² *International Migrant Outlook*, OECD, SOPEMI 2010, p. 232.



Notes:

*'Opinions on foreigners'- This index is based on results of annual opinion polls conducted by Public Opinion Research Center (CBOS) and it was calculated as an average percentage of people describing their attitude towards people of various nationalities as positive ("liking").

'Foreigners-stocks'- Foreigners employed in the national economy (Central Statistical Office)

'Employment of foreigners'- work permits (Ministry of Labour and Social Policy)

'GDP'- growth of gross domestic product (Central Statistical Office)

'Unemployment'- Changes of unemployment rates (Central Statistical Office)

'Vacancies'- Total number of vacant posts estimated on the basis of the annual survey (Central Statistical Office 'Labour Demand Survey')

4.5 Integration of immigrants - NGO's activities

An important impetus for the development of integration of immigrants in Poland were the initiatives taken at European Union level. An example is the European Fund for the Integration of third-country nationals (EIF) for the period 2007 to 2013 as part of the General program "Solidarity and Management of Migration Flow through", which appeared in Poland a number of initiatives and integration projects.

The EIF supports national actions that:

- facilitate the development and implementation of appropriate admission procedures designed to support the integration process;
- support the development and implementation of the integration process, particularly in relation to non-EU country nationals recently arrived in the host country;

- enhance the capacity of EU countries to develop, implement, follow up and evaluate policies for the integration of non-EU country nationals;
- support the exchanges of information and good practices in and between EU countries by developing, implementing and assessing policies and measures for the integration of non-EU country nationals.¹⁴³

With regard to these objectives, between 2007 and 2008 in Poland, the Fund has financed the implementation of 68 projects. Non-governmental organizations and state institutions were responsible for the implementation of 46 of them. Polish activity included for example language classes, legal advices and cultural adaptation workshops¹⁴⁴.

One of the non-governmental organization is The 'Ocalenie' ('salvation') foundation. Foundation's actions concentrate on:

- assistance for refugees and immigrants on Polish territory;
- supporting state institutions, for instance, by consultation, mediation or by organizing workshops;
- co-operation with state institutions and non-governmental organizations acting in a field of assistance for refugees and immigrants;
- participation in researches which monitor the situation of refugees and immigrants in Poland.¹⁴⁵

Another organization is The Halina Nieć Legal Aid Center. It is a non-governmental, a-political and non-profit organization, located in Cracow in Poland. The Center was established in 2002 by young seasoned lawyers, graduates of the Jagiellonian University, led by Dr Halina Nieć, with the aim to promote the respect for human rights, provide legal assistance free of charge and implement programs in the field of education and democratization. After Dr Nieć's untimely death the organization kept her as a patron.

"Welcome to Poland " is a campaign informing about the possibility of use such free help as legal advice on the procedures associated with obtaining long-term resident, the formalities associated with employment and in employment law, education, healthcare, etc.

On the 1st of September 2010 The Halina Nieć Legal Aid Center launched a project "Enhancing Identification and Assistance to Victims of Trafficking in Immigration Detention", financed by Organization for Security and Co-operation in Europe. The project is directed to citizens of Georgia, Russia (Chechen), Ukraine and other countries, who stay in the guarded centers for foreigners in Lesznowola, Przemyśl and Krosno Odrzańskie and in the arrest for the purpose of expulsion in Szczecin. Special attention will be paid to foreigners qualified as vulnerable – victims of hu-

¹⁴³ http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/l14572_en.htm

¹⁴⁴ P. Pawlak, D. Szalewska, M. Polakowski, M. Fijałkowska, I. Bąbiak, *Polityka (dez)integracji. Zarządzanie integracją obywateli państw trzecich w Polsce*, Warszawa 2010, s. 7

¹⁴⁵ Official Site of the 'Ocalenie Foundation', <http://www.ocalenie.org.pl/>

man trafficking; victims of physical, psychological and sexual violence, families with children, pregnant women etc.

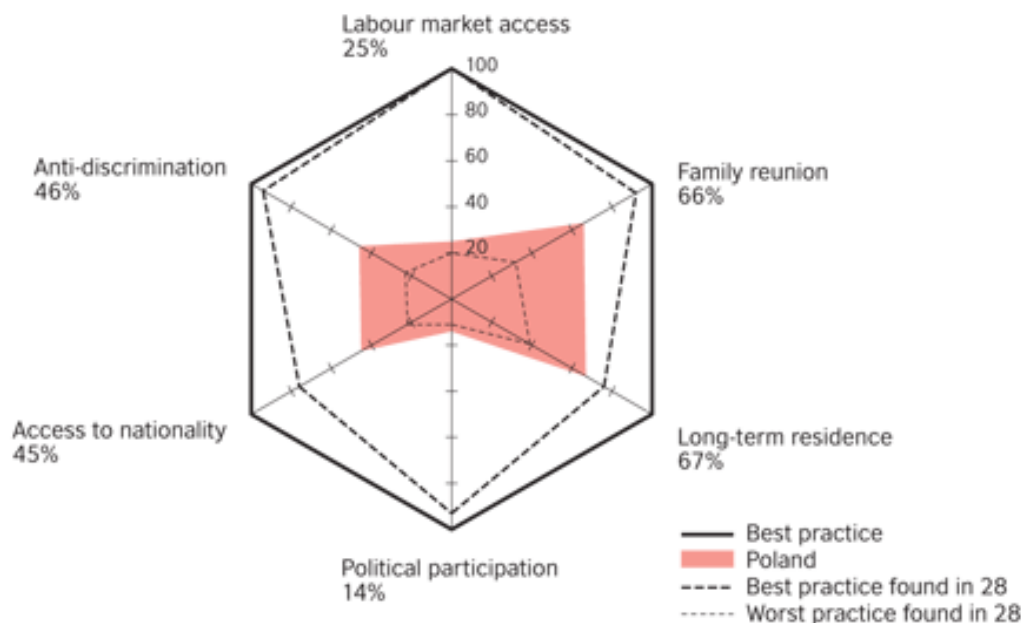
On the 1st of December 2009 the Halina Nieć Legal Aid Center started the Project „Give them a chance! – Increasing chances of integration for asylum seekers through legal aid, counteracting violence and information campaign”, co-financed from European Fund for Refugees and State Budget. The tasks are concentrated on integration of asylum seekers in Poland.¹⁴⁶

4.6 Attitudes of Polish society and officials towards immigrants

Attitudes towards foreigners on the part of the native population is an important mediating factor in immigration to Poland. These attitudes have evolved from almost unequivocally highly favorable towards all nationalities to far less favourable and strongly differentiated with respect to migrants' nationalities.

Poland's integration policies perform unevenly on the MIPEX (The Migrant Integration Policy Index) indicators (graph 3).¹⁴⁷ At the strongest, policies are slightly favourable on **long-term residence**, which are the best in the EU-10, and on **family reunion**, which are the third best after SI and LT. **Access to nationality** is also third best in the EU-10, although just below halfway to best practice, similar to **anti-discrimination**. **Political participation** policies are unfavourable to integration and the third worst in the 28 MIPEX countries, after LV and LT. Access to the **labour market** is the second worst in the 28, after LV.

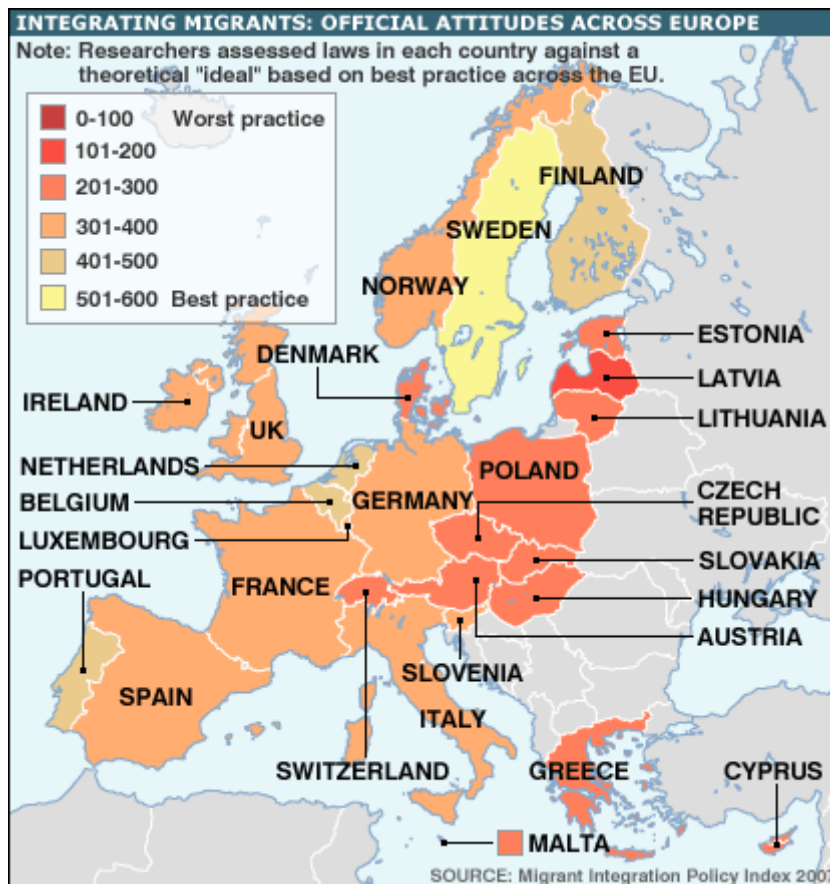
Graph: Migration Integration Policy Index in Poland



¹⁴⁶ Official site of Halina Nieć Legal Aid Centre <http://www.pomocprawna.org/>

¹⁴⁷ **MIPEX** is a unique long-term project which evaluates and compares what governments are doing to promote the integration of migrants in all EU Member States and several non-EU countries. It uses over 100 policy indicators to create a rich, multi-dimensional picture of migrants' opportunities to participate in European societies.

Graph: Migration Integration Policy Index in Europe



Source: <http://news.bbc.co.uk/2/hi/europe/7043911.stm>

Family Reunion

Migrants must wait at least two years before they are eligible to sponsor their relatives to join them in Poland. Once eligible, they must prove sufficient accommodation and income for their family. These few conditions give Poland the third best score in the 28 MIPEX countries, after SE and IE. Family members can stay in Poland for as long as their sponsor supports them. There are few reasons for relatives to lose their permit, but if the state does decide to expel them, it does not have to consider factors like the solidity of the family relationship or the family's ties to Poland. Reunited family members can get autonomous residence permits within three years, but their rights to education, employment, social assistance, healthcare and housing are restricted. MIPEX only finds this to be the case in HU, IE, and SK.

Long-term residence

Migrants are eligible for long-term residence permits after five years, which can include time spent in Poland as an asylum seeker and half the time spent in Poland as a student. Poland scores second best to Italy and tied with CA, MT, and NL. Applicants are not compelled to pass an integration test, but they do have to prove a high economic resources condition. Long-term residents have partial se-

curity in their status which scores 2nd, after BE and SE. The state must consider residents' personal circumstances before deciding to expel them. Long-term residence permit holders enjoy equal rights as Poles to access employment, social security, healthcare and housing. This score would improve if they were also allowed to travel, live and hold long-term residence permits in other EU Member States

Access to nationality

Migrants are eligible to become Polish citizens under the second least favourable provisions after MT and tied with HU and LV. They must live in Poland for at least five years as a permanent resident, which means waiting at least ten years before becoming eligible for Polish nationality. Even their Polish-born children and grandchildren must meet various requirements to become citizens of their country of birth. Poland's conditions for acquisition would improve if applicants did not have to prove a minimum income or pass a high criminal record check. The state can refuse to grant someone nationality without being obliged to consider their personal circumstances or offer them legal guarantees or opportunities to appeal the decision. Successful applicants, however, can never have their citizenship withdrawn. The state can, at the discretion of the President, require a naturalizing applicant to give up their original nationality for whatever reason.¹⁴⁸

4.7 The case of Silesia

Geography

Silesia is a historical region in Central Europe located mostly in Poland and partially in the Czech Republic and Germany. Silesia is rich in mineral and natural resources like coal, copper, zinc, silver, cadmium, lead and includes several industrial areas. Its most important cities are Wrocław, Katowice in Poland, Ostrava in Czech Republic, Górlitz in Germany.

Historical background

Silesia's borders and national affiliation have changed radically over time, both when it was a hereditary possession of noble houses and after the rise of modern nation-states. From the end of the 10th till 12th century, in years 1922-1939 and since 1945 it was a part of Poland.

Language/Nationality

The Silesian language is a lechitic language officially registered as a separate language by the International Organization for Standardization under the code ISO:639-3. In Poland Silesian is seen as an ethnolect, a group of different dialects – all a variation of Polish.

In the national census of 2002 56 000 people declared ślunsko godka as their mother tongue. 4 times as many declared the Silesian nationality.

The Silesian nationality is recognized in the Czech Republic. It is not recognized in Germany, Slovakia or Poland. There will be an official possibility to declare Silesian nationality in the Polish census in 2012.

¹⁴⁸ The Migrant Integration Policy Index (MIPEX) site, <http://www.integrationindex.eu/>

After World War I, Upper Silesia was contested in a plebiscite in 1921 between the newly independent Second Polish Republic and Germany. The results indicate the layout of the population.

Modern Silesia is inhabited by Poles, Germans, Czechs and Silesians. If we consider Silesians an ethnic minority, the national census would've shown that they are the biggest minority in Poland, Germans being the second. Both groups are located mostly in Upper Silesia.

Why autonomy?

What are the reasons for rejecting the Polish “national offer”?

a) Cultural and ethnic German influence constant since the 10th century: The reasons for the autonomy movement are deep-rooted in the history of the region. The first twenty year long presence (1918 – 1939) of the population of the Upper Silesia within the borders of Poland has proven to be a fiasco of the integration programs. Before those 2 decades there was 123 years of the absence of Poland on European maps and 600 years of separation of the Upper Silesian “Polish”-speaking population from the processes, which formed the Polish nation in 19th century. During this time this population was influenced/shaped by the German culture. The next 20 years were proceeded by 60 years within the borders of the 3rd Reich and 40 years in the communistic People's Republic of Poland – both totalitarian countries, neither of which cared for the ethnic identities of its inhabitants.

b) Perceiving the central government as the “other”, a foreign element – during the time of communism the state administration was assigned by the central.

c) Silesia as a trophy, the “milking cow”, which the state uses giving nothing back. After World War II Poland received Silesia like a “gift” and never knew what to do with it, had no plan other than using its resources.

d) Isolation: a small number of intermarriages, leaving school early to start working.

e) Disregard for the Silesian language – enforcing Polish in schools, offices, other state institutions.

In the 20s the Silesians perceived themselves either as German or Silesian. The 40 – 60s were dominated by nostalgia for Germany. It was a time of mass emigration, the so called “voting with your feet”. It was fairly easy for an Upper Silesian to get a visa to Germany and even a German citizenship. It was joked in Poland that it was enough to prove you had a German Sheppard hound to be recognized as a German. This resulted in the rejection of the Polish and German nationality offer. Silesians don't want to be German or Polish. They want to remain Silesian.

Since 1989 – political emancipation, separatist and autonomy movements. One of which is RAŚ, The Silesian Autonomy Movement. It was founded in January 1990. It's a movement officially declaring its support for the autonomy of Silesia as part of a unified Europe. It has its roots in the autonomy and other self-governing entities movement which has a long tradition (Silesian duchies existed about 800 years, from 1138 to 1918), a movement that sees the Silesians as a separate people rather than primarily as Poles or Germans.

On 17 October 2009, the Silesian Autonomy Movement signed a cooperation agreement with its German sister organization, Initiative der Autonomie Schlesiens (IAS), based in Würzburg, and the UK-based Silesian Autonomy Movement. RAŚ is also a member of the European Political party EFA (European Free Alliance)

In 2007 RAŚ reactivated of the football club 1. FC Katowice. Also from 2007 to today organized of the Marches of Autonomy. In the Polish local elections, 2010, the movement got three seats (for Jerzy Gorzelik, Henryk Mercik, Janusz Wita) in the sejmik of the Silesian Voivodeship, gaining 8.5% of the popular vote. It is twice the amount from previous elections (in 2006). In 2000 the Polish Office For State Protection warned that RAŚ may be a "potential threat to Poland's interests".

4.8 Conclusions

The main purposes of migration are labour or economic activity or trade license related reasons. An overwhelming majority of immigrants come from a couple of source countries, namely from neighbouring less developed countries (mainly from Ukraine to the Czech Republic or to Poland, and from Romania to Hungary). Another important source region is Asia, with migration from Vietnam mainly to the Czech Republic and also to Poland, and from China primarily to Hungary (but to the other countries as well). In Poland, the legal labour migration is based mainly on employment of highly qualified persons, managers etc. from the most developed countries. In addition to the legal employment, irregular employment is sizeable but estimates range. It seems that the activities of irregular migrants are similar to low level jobs of legal migrants in particular countries. The future of migration trend depends, to a large extent, on economic factors (mostly on the labour market situation in the countries concerned) as well as on migration and integration policies of the country.

As an EU member state, Poland will continue to develop into an attractive destination country for migrants, and it will probably continue to evolve from an emigration country into a transit and immigration country. Until now immigration policy and the issue of the integration of foreign citizens in Poland have not been very important issues in public debate. Integration policy will, however, continue to move into the foreground, especially because this topic is on the EU's political agenda.

5 Migration and integration from a Swedish perspective

5.1 The history of migration in Sweden

Immigration during the period of the Vikings

For a long time Sweden had been located both at the geographical and the cultural margin of Europe, but step by step the land was more and more influenced by outer factors. During the Viking period the island Birka had been an important center and many foreign merchants and probably also slaves from other countries the Vikings had captured during their conquests in Europe came to the land.

The German influence and immigration during the Hanse period

In 1225 Birger Jarl who is said to be the founder of Stockholm already passed a law that guaranteed the same rights and obligations to German merchants and Swedish when they stayed in Stockholm for a longer period of time.¹⁴⁹ The regulations valid at the beginning of the 14th century, however, stated that half of the city council had to be Swedish in order to prevent too much German influence.¹⁵⁰

However, not Stockholm was Sweden's commercial center during the 12th and 13th century, but Visby, a city on the island of Gotland in the Baltic Sea. The connections to Novgorod in Russia and influential Hanse cities like Lübeck, Riga and Tallinn were excellent. Even today you may notice the German influence in Sweden, namely in the Swedish language. The loanwords from the Low German spoken at that time are one reason for both languages still being very similar.¹⁵¹ Some of them are: hantverkare (Handwerker), gesäll (Geselle) and mästare (Meister). However, German immigration decreased at the end of the 15th century.¹⁵²

The first labour migration: Finns and Walloons

In the 16th century foreign labour forces were systematically recruited for the first time. Between 1570 and the end of the century 12,000 Fins came to Central Sweden to work in the forests.¹⁵³ At the beginning of the 17th century the Swedish government strongly promoted the immigration of Finns, particularly by granting them tax exemption and seed for free. In the 1630s, however, decrees were issued in order to prohibit the traditional Finnish slash-and-burn-method. The reason was the increasing significance of wood for the iron industry.¹⁵⁴

The efficient Swedish mines were very important for the country's so called period of great power (1611-1718). By the cooperation of experts of other countries these industries have been developed. Many Finns and also Germans worked in these mines.

¹⁴⁹ Findeisen, Jörg-Peter (1997): Schweden. Regensburg: Verlag Friedrich Pustet, S. 81.

¹⁵⁰ Lårusson, Björn (1982): Tusen år i svensk historia. Lund: Liber förlag, S. 45.

¹⁵¹ Johannesson, Gösta (1978): Från köpstad till storkommun. Lund: Natur och kultur, S. 13–14.

¹⁵² Lårusson, 1982, S. 45.

¹⁵³ Koivukangas, Olavi (Red.) (1981): Utvandringen från Finland till Sverige genom tiderna. Turku: Typopress Oy, S. 29.

¹⁵⁴ Svanberg & Tydén, 1992, S. 210–211.

The immigration of metal experts was important for the former great power of Sweden. They mainly came from Wallonia and were recruited during the first part of the 17th century for working as blacksmiths in the iron industry. Most Walloons came from the vicinity of today's Liège, Belgium. This former immigration can be compared to the labour force immigration in the 1960s, as unemployment was as big in Wallonia as the need for labour force in Sweden.¹⁵⁵

The era of emigration 1861-1945

Between 1861 and 1945 1.4 million Swedes emigrated, 1.2 million of them to the United States.¹⁵⁶ The region around Växjö, called Småland, is known for being an emigration area. The reasons causing this greatest wave of emigration to America were not bad living conditions but rather a four-volume novel of author Vilhelm Moberg (1949-1959) about a family from Smaland emigrating to America. This very successful novel has been filmed, and Benny Andersson and Björn Ulvaeus, the two members of the world-renowned band ABBA, wrote a musical about this story.¹⁵⁷

In 1850 still 90 percent of all Swedes lived in the countryside and agriculture was of major importance. Infant mortality decreased and families grew bigger. Another reason for bigger families was the increasing stability in the country due to a long period of peace and better access to vaccines and food.¹⁵⁸ Therefore Småland is a good example for major parts of Sweden. Crop failures in the late 1860s caused a real mass emigration. One often talks about push and pull factors. An important push factor was the economic recession in 1867.¹⁵⁹

Both the province and the whole country were not so far industrialized. There was iron industry in Småland, indeed, but in the late 1870s the smaller ironworks were forced to close down, as the bigger companies had better and newer technology. The situation in industry and agriculture led to an increasing competition for the few jobs. As the population grew larger, the provision facilities in the countryside got more problematic.

The US Homestead Act of 1862 was a pull factor, as everybody could become a new American citizen and get land for free. Swedes mainly moved to Minnesota, Iowa, Illinois and Wisconsin as the scenery reminded them of Sweden, but where they had better conditions to make their living of agriculture.¹⁶⁰

Immigration since 1945

One reason for people coming to Sweden in the 1940s was the devastation of major parts of Europe after World War II.

¹⁵⁵ Svanberg & Tydén, 1992, S. 88–97.

¹⁵⁶ Widén, Albin (1962): Vår sista folkvandring. Falköping: Almqvist & Wiksell, S. 7.

¹⁵⁷ Norberg, Johan (1997): Motståndsmannen Vilhelm Moberg. Göteborg: Timbro, S. 80.

¹⁵⁸ Findeisen, 1997, S.197.

¹⁵⁹ Larsson, Lars-Olof (1978): Utvandring från södra Småland fram till 1870. Växjö: Högborns Tryckeri, S. 184.

¹⁶⁰ Larsson, Olle (2009): Smålands historia. Falun: Historiska media, S. 227–237.

Refugees mainly from all Nordic and Baltic countries poured into the country. In 1944 many “war children” from Finland were evacuated, later on even whole families. As most Norwegians and Danes returned to their countries after the war, ten thousands of Estonians, Latvians and Lithuanians came to Sweden. Many fled in the cold winter days with simple boats and under life threatening circumstances to Sweden. After the war Sweden admitted about 45,000 refugees from European concentration camps.¹⁶¹

Organized labour force agencies

After the war and still up to the 1970s labour force immigration to Sweden was relatively high. Workers from the Nordic countries and Europe arrived. But there also arrived many people from the poor regions of Southern Europe. They worked in the ore mines and sawmills, in the construction business, in the restaurants and hotels and also accepted the uncomfortable, risky, dangerous and low paid jobs. Even from America people came in search for work, they were mainly emigrants returning back to their home country. Between 1950 and 1967 labour force immigration was organized by employment agencies. Companies had to apply for foreign workers and the employment agency then recruited workers in cooperation with the administrations of the concerning countries.

In 1954 the Nordic countries agreed on a common labour market. The obligatory identification that existed between the countries was canceled. During the 1950s many Finnish forestry workers and industrial workers came to Sweden. In the 1960s Swedish companies also recruited labour forces from Turkey, Greece, Italy and Yugoslavia. Immigrants had no problems to come to Sweden and get a work permission on the spot.

Labour force immigration reached its peak between 1969 and 1970. Afterwards it slowed down as the trade unions required restrictive laws. Now every immigrant had to prove a residence permit, a working permit and a place of residence before being able to immigrate to Sweden. Only the Nordic countries further had their common labour market and so the immigration of Finns continued up to the 1970s. From 1972 there was almost only immigration from workers from Nordic areas or persons who came for reasons of family reunion.¹⁶²

Simultaneously to the labour force immigration the first refugees arrived at the country. After 1968 many thousand refugees from Czechoslovakia came and due to the increasing anti-Semitism in Poland 2,500 Jews came to Sweden between 1969 and 1972. People from Greece fled the military junta and Americans deserted because of the Vietnam War and sought asylum.

The history of Swedish migration laws

In the year 1512 a law was passed in Sweden prohibiting persons to move to Sweden who were of another religion than the Protestant. As a consequence, Catholics, Orthodox, Jews and especially Roma were persecuted by the government to leave the country.¹⁶³ This law was maintained up to the first decades of

¹⁶¹ www.motalaodds.org/factualweb/se/2.3/articles/1930_talet.htm (23.01.2011).

¹⁶² <http://www.migrationsinfo.se/migration/sverige/arbetskraftsinvandring/histo> (05.02. 2011).

¹⁶³ <http://www.popularhistoria.se/o.o.i.s?id=43&vid=1653> (01.02.2011).

the 19th century. In the year 1775 for example, only few Jews had the opportunity of moving to Sweden in order to stay here. They were also obliged to produce a high amount of money, at least the sum earned by 10 years of work, in order to stay. Actually, Jews were not allowed to move to Sweden until 1870.¹⁶⁴ This law has not been a law against immigration as such but only a manifestation of religious intolerance.

The deportation law of 1914 (Swedish: „Utvisningslag“) is regarded as first migration law. It enabled the government to expel individuals from the country. This law was passed as a security for the government so that the health system would not be charged too much by the immigrants. This law included no regulations against free immigration and was only made against a few ethnic groups like the Roma, contemptuously called “gypsies, and wandering musicians and beggars.

The foreigners' law of 1927 (Swedish: „Utlänningslag“): This law aimed at the restriction of migration and at getting an overview about the immigrants already living in Sweden. It included regulations for residing in the country.

The foreigners' law of 1937 was a law providing more security and a better status for political refugees.

The foreigners' law of 1945 became effective as during World War II many laws concerning migrants were quickly introduced. As Sweden wanted to stay neutral, the country could not accept so many immigrants. The new law changed the laws made during the war. After the war there were refugees Sweden did not want to accept, particularly fleeing Nazis but also persons who were sympathetic to the Nazis as e. g. Danish collaborationists. Simultaneously, Sweden needed more labour forces and allowed all immigrants except the above mentioned to move to Sweden if they had a job here.

The foreigners' law of 1954 is regarded as a law that shows Sweden's change from an emigration to an immigration country. The main change of this law was that all foreigners who wanted to stay were forced to apply for a settlement permit (Swedish: „Bosättningsstillstånd“).

The suffrage law of 1976 is a law that facilitated suffrage for all individuals living in Sweden for at least three years. This suffrage included local councils (Swedish: „Kommunfullmäktige“), provincial parliaments (Swedish: „Landsting“), and church councils. Hence Sweden became the first country in Europe granting immigrants a right to vote although they were no Swedish citizens.

The foreigners' law of 1980: In the 1980s immigration policy was changed only marginally. The most important law for immigrants concerned equal treatment but also included an obligation to integration. A few restrictions were introduced in the following years, as immigration to Sweden had increased continually. Individuals intending to stay in Sweden were now forced to apply for an employment and residence permit before coming. Exempted were refugees, other persons in need for security and their close relatives.¹⁶⁵

¹⁶⁴ <http://www.sub.su.se/forint/tsver5.htm> (01.02.2011).

¹⁶⁵ Ögren, Nils (1994): Gränslös rättvisa eller rättvisa inom gränser?

Today's foreigners' law

Immigrants must not be prohibited to stay in Sweden if there is reason to believe that they are threatened with death, physical punishment or other inhuman humiliation in their home country. They are not allowed to be expelled if they were persecuted in their home country and have no security there. The right to stay also refers to victims of natural disasters. This law has also been made for persons who are persecuted or punished due to their sexuality. If an immigrant is concerned by one of these criteria, he/she is recognized as a refugee. However, individuals who are concerned by the following factors are not regarded as refugees:

1. crimes against peace, war crimes or crimes against humanity;
2. a grave non-political crime preceding his/her arrival in Sweden;
3. activities offending UN-regulations and aims.¹⁶⁶

An immigrant may also stay if he/she is married to or has a partner living in Sweden. Minor children may come to live with their parents. Individuals of EU-member states are allowed to come to Sweden if they want to work or study here.¹⁶⁷

The future

Since the Swedish democrats, a xenophobic political party, have been elected into parliament in 2010, Swedish immigration policy has become a frequent topic of the public debate. In parliament there are different opinions how to tackle immigration problems. While the environmental party wants free immigration, the Swedish democrats only want to admit a very restricted form of immigration. In the future the EU will play the major part concerning the future immigration policy as Sweden has to comply with its directives as any other member state.¹⁶⁸

5.2 Terminology: refugee

The Geneva Convention on Refugees defines a refugee as follows: an individual who is contrary to an immigrant a person who is forced to leave his home country temporarily or permanently to seek for protection in a foreign country due to his/her origin, nationality, religion, political attitude, gender, sexual attitude or belonging to a group of different attitudes.¹⁶⁹

Irregular migration in the European Union

Illegal migration is also called "irregular" and according to a decree of the European Parliament of 2009 the term "irregular" should be used as it is regarded "neutral". Irregular migrants are illegal immigrants, often without valid documents, residing in a country of the EU, and often they have the same social, economic and political rights as other people, independent of their nationality or status.

As irregular migrants either have no documents or stay in a country illegally, it is always difficult to know how many irregular migrants actually are in a country. It is supposed that in Sweden there are about 25,000 – 50,000. However, in the Euro-

¹⁶⁶ <http://www.immi.se/lagar/1989529.htm> (01.02.2011).

¹⁶⁷ <http://www.migrationsverket.se/info/959.html> (01.02.2011).

¹⁶⁸ http://europa.eu/pol/justice/index_sv.htm (06.02.2011).

¹⁶⁹ <http://de.wikipedia.org/wiki/Flüchtling> (05.02. 2011).

pean Union the number of irregular migrants is higher and it is supposed that there are between 1.9 and 3.8 million irregular migrants. Due to the visa liberalization for persons from Macedonia and Serbia in January 2010 the applications for asylum from these countries have doubled between July and September 2010 in the EU compared to the same quarter of the year before. There is also a higher number of counterfeit documents and fictitious marriages registered in the Union.

Most irregular migrants enter into the Union at the borderline between Greece and Turkey. Thus Turkey is the most important transit country for irregular migrants coming to the EU and migration moves have changed from the sea to land borders.

Quota refugees

Persons are recognized as quota refugees if they come from UN refugee camps to Sweden. In the year 2009 1,936 persons obtained a residence permit as quota refugees. Sweden is one out of 9 countries admitting refugees on a regular basis. Further countries are Australia, Canada, the United States, Norway, Denmark, Finland, New Zealand and the Netherlands. Many countries have a cooperation program with the United Nations.

De-facto-refugees/convention refugees

In Sweden de facto-refugees/convention refugees are granted a residence permit although they are not regarded as refugees according to the Geneva Convention. They are people who do not want to return to their home country due to their political attitude or due to the political situation in their home country. The term de facto-refugee was voided and replaced by the term convention refugee.

Refugees admitted for humanitarian reasons

Refugees admitted for humanitarian reasons and provided with a residence permit are people in bad psychological and physical conditions. Among them are also persons who already feel at home and are integrated into the Swedish society.¹⁷⁰

Immigration of relatives

The immigration of relatives or family reunion has permanently increased in the last ten years. These groups come to Sweden because they have a relative who already possesses a residence permit or Swedish citizenship. In 2009 the immigration of relatives of the so-called new establishment reunion made up 71% of all immigrated relatives. This is often also called love migration as these couples have only lived a short time together or even not yet at all.

In April 2010 the regulation for the need of provision for immigrated relatives was changed. Now everybody who wants a family member to move to Sweden has to prove evidence of being able to care for this person on his own without receiving support by the government. This provision alternative is valid for people with a residence permit for humanitarian reasons and persons who fled from regions of natural disasters. Exempted are refugees, minors and Swedish citizens.¹⁷¹

¹⁷⁰ <http://de.wikipedia.org/wiki/Flüchtling> (05.02. 2011).

¹⁷¹ <http://www.migrationsinfo.se/migrationsverige/anhöriginvandring/> (05.02. 2011).

Boat refugees (Boatpeople)

The term boatpeople was taken over from the American language in the 1970s. It originally described people who fled as a result of the Vietnam War. Today this term is also used for people who flee by boat from other regions of the world. Fleeing with boats that are inadequate for the open sea is not only restricted to South East Asia. It is supposed that since 1992 more than 10,000 boat refugees have drowned in the Mediterranean. This refers mainly to people who want to come to Europe from Africa, but also Asia and the Middle East due to persecution, armed conflicts or hunger.¹⁷²

Flows of refugees

In the 1970s Latin American refugees arrived in Sweden, particularly from Chile, Argentina and Uruguay, West-Asian Christians, Syrians/Assyrians and boat refugees fleeing from the conflicts in Indochina. In the 1980s more and more groups of refugees came to Sweden. The Civil War in Lebanon, the Gulf War and conflicts in Africa resulted in many people fleeing from their home countries. At the beginning of the 1980s the Civil War in the Balkans broke out and also caused many people to flee to Sweden.

Between 1984 and 2003 458,880 people sought asylum in Sweden. The greatest group of asylum seekers came from Yugoslavia with more than 170,000 refugees (Bosnia-Herzegovina, Serbia and Montenegro), but during that time many people also fled from the Iran and the Iraq.¹⁷³

The Stockholm Program 2010 – 2014

The Stockholm Program includes directives for a common domestic and security policy of the European Union. The first program was resolved and adopted in Tampere, Finland in 1999. It was followed by the Hague program that had been in force until December 2010. As Sweden took over EU presidency at the beginning of 2010 the Stockholm Program was adopted.¹⁷⁴

The program included 170 different suggestions for future activities of the European Union. The needs and interests of the EU-citizens form the starting point of the program. The Union also wants to take measures to advance civil rights. If it is about legal immigration the program considers admission capacities, needs and priorities of the individual member states and encourages integration. In all states of the EU a framework for the treatment of asylum seekers is created and the aim is to establish a common asylum procedure by 2012.

Illegal immigrants have to be brought back to their home countries or to a transit country at the borders of the Union. At the outer borders of the Union the controls

¹⁷² <http://de.wikipedia.org/wiki/Bootsflüchtling> (05.02. 2011).

¹⁷³ <http://www.migrationsinfo.se/migration/sverige/arbetskraftsinvandring/histo> (05.02. 2011).

¹⁷⁴ Stockholmsprogrammet –kort information om EU:s arbetsprogram för rättsliga och inrikes frågor, Regeringskansliet, Justitiedepartementet, August 2010.

have to become more efficient in order to avoid irregular immigration, but also to protect the citizens of the EU against terrorism and crime, e. g. trafficking.¹⁷⁵

EU-priorities

For fighting irregular migration in the European Union more efficiently the member states have to agree on common standards and methods. There are plans to establish a fund for protecting the outer borders of the Union and a closer cooperation on EU level for creating a European realm of freedom, security and law is requested.

The European Union has to extend the partnerships with the countries of transit and origin, where there are many people willing for emigration. There are already bilateral agreements between Italy and Libya, but even Spain has similar agreements with countries in West Africa. This is the reason for these countries obtaining financial and technical assistance of the EU in the area of asylum and migration in order to facilitate the return of irregular migrants to their home countries. This is a European priority.

Frontex

Frontex was established in 2005 for being able to better control the outer borders of the EU. Frontex is the European Agency for operative cooperation at the outer borders of the member states of the European Union with its main seat in Warsaw. Its job is to coordinate the outer borders of the Union and to cooperate with other European organizations, e. g. the European police, EUROPOL. Furthermore, the agency arranges the return flights of irregular migrants from the EU countries into their home countries. In the year 2009 32 of these flights were carried out flying 1,622 persons out. Sweden was one of the main organizers for one of these flights.¹⁷⁶

5.3 Economic aspects of migration for the Swedish society

The major part of the immigration of the 1950s and 60s was the so called labour force immigration. This contributed to a boom of the Swedish economy. So it was possible keep wages low and economy stabilized. Temporarily the immigrants worked even more than the native population and so contributed more to the public finances than the Swedish population. But this changed in the 1970s due to the great oil crisis hitting the Swedish industry severely. As at this time most immigrants worked in different, energy intense branches of industry, the number of unemployed immigrants increased significantly at that time.

¹⁷⁵ Chance und Herausforderung zugleich, Migration in der Europäischen Union, Europäische Kommission, Luxemburg: Amt für Veröffentlichungen der Europäischen Union, 2010.

¹⁷⁶ <http://www.migrationsinfo.se/migration/varlden/irreguljar-migration/> (10.03.2011).

Frontex Risk Analysis Network (FRAN) & Frontex Risk Analysis Unit (RAU) FRAN quarterly Issue 3, July-September 2010, Public Version. Warsaw, January 2011.

http://ec.europa.eu/home-affairs/summary/docs/border_package_en.pdf 2008 (10.03.2011).

<http://www.migrationinformation.org/Feature/display.cfm?id=816> (10.03.2011).

<http://www.frontex.europa.eu/> (10.03.2011).

Eventually, the situation completely changed in the 1990s compared to the 50s and 60s. Now the native population worked more than the immigrants and thus contributed more to the public finances than the immigrants. There are several reasons for the increase of the number of unemployed immigrants. One explanation could be that they often had no qualified education and the industry was less and less dependent on "simple" labour forces. Another reason could be that due to the uncomfortable and risky jobs many former labour force immigrants became early-retired in the 1990s.¹⁷⁷ In addition the major part of the immigrants since the 1980s were refugees and this group was more dependent on help, and being established on the labour market was not their first priority. At the same time the number of working native women increased. This led to more competition.

Different theories concerning costs and advantages of immigration

There are many different views and studies concerning the costs and advantages of immigration. The neo-classical theory for example states that immigration may lead to economic growth, but at the same time competition with native employees increases. This may in turn lead to unemployment, lower wages and social tensions. According to studies, the negative attitude towards immigrants, however, is not based upon economic factors. The fear of foreigners plays a more important part instead. Discrimination thus gets a kind of protection function.¹⁷⁸ However, studies emphasize that the education level of immigrants is essential and against all prejudices a study of 2008 shows that about 95% of all immigrants have finished primary education, 62% finished secondary school and 46% have a higher education. The following calculation shows how much money the government saves on education by admitting immigrants: A 10-year old child has an education value of 800,000 Swedish Kronor, this means if a 22-year old person immigrates, the government even saves 1.55 million Kronor. It is remarkable that primary and pre-schools cause 86% of the education costs. Therefore it is not essential if immigrants have a high or low secondary education, as its costs are relatively low in Sweden. However, it is important for the person to have finished primary education.¹⁷⁹

The theory of a dual labour market says that immigration mostly consists of labour force immigration for unqualified and low paid jobs. However, this labour force is needed for keeping the lower part of production going and so facilitating economic growth. Experts emphasize that in this way immigrants are no competition for natives respecting their jobs. A "different" labour market develops with a low competition level. This leads to low wages and thus also to a great request for social support.¹⁸⁰

¹⁷⁷ Rauhut Daniel, Blomberg Gustaf (2003): Ekonomiska effekter av integration och invandring. Institutet för tillväxtpolitiska studier.

¹⁷⁸ Rauhut Daniel, Blomberg Gustaf (2003). Ekonomiska effekter av integration och invandring. Institutet för tillväxtpolitiska studier. S.33.

¹⁷⁹ Persson Lars (2010). Värdet av invandrades utbildning. Vi i Sverige.

¹⁸⁰ Rauhut Daniel, Blomberg Gustaf (2003). Ekonomiska effekter av integration och invandring. Institutet för tillväxtpolitiska studier. S. 34.

Another frequently named theory is the one that mainly focusses on the costs caused by immigrants. Professor Jan Ekberg carried out several studies concerning this topic and found out that migrants and their children cause annual costs of 40 million Swedish Kronor. Such cost calculations are controversial, however, as there are different calculation methods. Jan Ekberg mainly emphasizes that number and age composition of the immigrants are essential and that only by integration positive effects on the labour market can be generated. At the same time Ekberg states that immigration has never had real effects on the public finances, neither negative nor positive ones, and that in the future it will not have a major part in national finances either.

According to calculations 72% of the immigrants had to work in order to have balanced costs and advantages. At the time of this research in 2006 the number was only 57%, although the number of employable people of this group was higher than with the native population.¹⁸¹ The relatively low percentage of working immigrants is not only due to lacking language skills, insufficient education or even lacking interest. Discrimination on the labour market often plays a part. In this context, studies have shown that changing a foreign name into a Swedish name may have the effect of higher wages, on average this person may earn 10,000 to 15,000 Kronor more per year. The low wages increased most, this has to do with discrimination, but also with a changed self-image.

Current prognoses and views

A view that is very common in Sweden is that the country will have a high demand for labour force immigration in the future. One of the main reasons is that Sweden's population grows older and older and the birth rate decreases.¹⁸² At the same time many young and qualified Swedes move abroad. In 2010 the number amounted to 24,500 persons.¹⁸³

The demand for experts is especially high, both in the technical and in the health sector. Already today the proportion of foreign born employees in the health sector is more than average. In 2007 12.5% of the psychologists, 26.2% of the physicians and 24.5% of the dentists were born abroad.¹⁸⁴

For this reason a discussion is going on, how Sweden can become more attractive for foreign specialists. One great problem is learning the language. The offered language course "Swedish for immigrants" is often not sufficient. Therefore many demand a special kind of language courses for qualified and educated immigrants and also a short and completing training. Tax money would be well invested in this area as it would lead to an enrichment of the labour market.¹⁸⁵ But the Swedish system of acknowledging foreign certificates also had to be changed.

¹⁸¹ Ekberg Jan (2009). Invandringen och de offentliga finanserna. Expertgruppen för studier i offentlig ekonomi. Regeringskansliet: Finansdepartementet.

¹⁸² Fåhstorkh AW (2008). Invandringsfrågan. Samtiden.com.

¹⁸³ SCB (2010). Fortfarande hög invandring.

¹⁸⁴ Hojem Petter (2010). Svenska kommuners behov av invandring- en studie om demografisk utmaning och invandringens möjligheter. FORES. S.3.

¹⁸⁵ Mäler Kristina (2009).

5.4 Aims and organs of the Swedish migration and integration policy

The Swedish Diet, the parliament, is Sweden's legislative power. The government is the executive organ and the ministries' task is to carry out policy. The Ministry of Law is in charge of the questions concerning migration and the area of integration belongs to the tasks of the Ministry of Employment.

Swedish migration policy

Swedish migration policy encompasses asylum seekers as well as labour force immigrants and other migrants. In 2011 the area of migration received 7.2 billion Kronor (about 800 million Euro) of the Swedish public budget. This money is provided for the work of the immigration office (Swedish: Migrationsverket) and for the costs arising by admitting migrants (e.g. for housing). The total Swedish budget amounts to about 800 billion Kronor.¹⁸⁶

The government is in charge of implementing policy and has worked out the following goal that has also been accepted by the parliament:

Das Ziel [...] ist, eine nachhaltige Migrationspolitik zu sichern, die das Asylrecht schützt, Migration im Rahmen der regulierten Einwanderung erleichtert, eine bedarfs-gesteuerte Arbeitskräfteinwanderung fördert, die Entwicklungsmöglichkeiten der Migration wahrnimmt und berücksichtigt und die europäische und internationale Zusammenarbeit vertieft.¹⁸⁷

During the last years various measures have been taken for preserving a demand-driven labour force immigration. For example, a citizen of a third state (non-EU-citizen) can move to Sweden if he has a job here.¹⁸⁸

According to the aim the possibilities of development of migration have to be regarded. One example is the current work of a parliamentary committee that has been assigned by the government for evaluating the possibilities of circular migration. Circular migration is a term for immigrants returning to their home country, even if temporarily. By this and by the skills they acquired in Sweden they could contribute to a positive development of their home country.¹⁸⁹

On EU-level Sweden works for a harmonization of the European migration policy, i. e. a migration policy that is similar for all member states with a common asylum procedure, which should, according to the Stockholm Program, already be possible by 2012.¹⁹⁰

¹⁸⁶ Haushaltsantrag Schwedens 2011 Ausgabebereich 8, S. 9–11:
<http://www.regeringen.se/content/1/c6/15/33/07/c819cc09.pdf> (13.03.2011).

¹⁸⁷ Haushaltsantrag Schwedens 2011 Ausgabebereich 8, S. 11:
<http://www.regeringen.se/content/1/c6/15/33/07/c819cc09.pdf> (13.03.2011).

¹⁸⁸ Migrationspolitik Faktablad Justitiedepartementet Ju 10.12 Dezember 2010:
<http://www.regeringen.se/content/1/c6/15/80/86/e1de7d80.pdf> (13.03.2011).

¹⁸⁹ <http://www.regeringen.se/sb/d/9690/a/90355> (13.03.2011).

¹⁹⁰ Migrationspolitik Faktablad Justitiedepartementet Ju 10.12 Dezember 2010:
<http://www.regeringen.se/content/1/c6/15/80/86/e1de7d80.pdf> (13.03.2011).

Integration policy in Sweden

In 2011 the area of integration receives about 5.7 million Kronor (about 650 million Euro) out of the Swedish national budget. The major part is spent on the admission and care for refugees by the municipalities.

The goal of integration policy passed by the parliament in 2008 is: "equal rights, obligations and opportunities for everybody, independent of one's ethnic and cultural background".¹⁹¹ To reach this goal the government targeted seven priorities:

- Quick beginning for new immigrants
- Low unemployment, more self-employed men and women
- Better results and equal chances in school
- Better Swedish skills and a greater range of education possibilities for adults
- Efficient fight against discrimination
- A positive development in districts with wide spread segregation
- Common values in a society, designated by increasing diversity

On December 1st, 2010 a new reform became effective with the goal of a quicker establishment of new immigrants on the labour market and in society. This and other integration initiatives will be dealt with more intensely in chapter 5.5.¹⁹²

Children in the asylum procedure

In 2009 about one quarter of the asylum seekers were children, about 6,600 came to Sweden. According to the UN convention on children's rights the rights of the children have to be protected. All children coming to Sweden have a right of utterance. They also have the right to healthcare, dental care and education. Children seeking for asylum are not subject to compulsory education, as the duration of their stay in the country is insecure.¹⁹³ The question if children staying in Sweden in spite of an expulsion decree have the right to education is up-to date and on March 2nd 2011 the government declared that these children also have a right to education. However, there is no regulation for this case.¹⁹⁴

In Sweden there is a national office called children ombudsman and its job is to represent children's rights. This office was introduced in 1993 and it controls the observation of the UN convention on children's rights.¹⁹⁵

The number of children seeking asylum and coming to Sweden on their own has increased fivefold between 2005 and 2009. Most of these children are boys be-

¹⁹¹ Haushaltsantrag Schwedens 2011 Ausgabebereich 13 S.13-14:
<http://www.regeringen.se/content/1/c6/15/33/07/d8357481.pdf> (13.03.2011).

¹⁹² Haushaltsantrag Schwedens 2011 Ausgabebereich 13 S.13-14:
<http://www.regeringen.se/content/1/c6/15/33/07/d8357481.pdf> (13.03.2011).

¹⁹³ <http://www.sweden.gov.se/sb/d/11901/a/125270> (13.03.2011).

¹⁹⁴ http://svt.se/2.22620/1.2345065/papperslosa_kan_fa_vard_och_utbildning (13.03.2011).

¹⁹⁵ <http://www.barnombudsmannen.se/Adfinity.aspx?pageid=42> (13.03.2011).

tween 13 and 17.¹⁹⁶ As the social systems are not customized to so many children this leads to great problems with consequences for both the children and the social institutions. There are too few places for children in the local communities and the children sometimes stay for months in transition accommodations in the greater arrival communities where their needs cannot always be satisfied sufficiently.¹⁹⁷ A further increasing number of children coming on their own is anticipated for the future. They will become a major task for the social institutions.

Year	2005	2006	2007	2008	2009
Number	398	820	1264	1510	2250

Tabelle: Die Gesamtzahl alleinkommender Kinder, die 2005-2009 nach Schweden einwanderten¹⁹⁸

The immigration office (Swedish: Migrationsverket)

In Sweden the *Migrationsverket* is the national immigration office that checks the application of people already living in Sweden or planning a longer stay. The office is responsible for immigration, refugees, re-emigration and citizenship. The work of this office is managed by a president and is divided into various areas, e. g. application for asylum, care, accommodation, citizenship, administration and administrative processes, European and international cooperation, communication and staff. The work is regulated by regulation letters of the government indicating the the goals and tasks of the office. This letter also states how much money the office has at its disposal. The office is subordinate to the Ministry of Law and the Ministry of Employment. Every time the persons in charge of the decision on an asylum application have to regard the statements of the asylum seeker and the knowledge about the circumstances in the applicant's home country. Eventually it is possible to appeal regarding the decisions of this office at one of three migration courts in Malmö, Göteborg and Stockholm.

The foreigners' law (Swedish: Utlänningslag)

The foreigners' law and the complementary foreigners' act regulate everything concerning foreigners, beginning with EU-citizens of the Schengen Agreement up to members of third countries. The foreigners' law regulates who is allowed to stay in Sweden, who is allowed to apply for asylum etc. The foreigners' law consists of 23 chapters. The last change was passed on January 1st, 2010, and the first version was drafted in 1927.

Applicants for asylum

An applicant for asylum is an individual applying for protection in Sweden who has not yet received a decision concerning his/her application. There are three categories of asylum: refugee (see above), alternative protection status and other protection status declaration.

Alternative protection declaration refers to individuals being threatened e. g. by death punishment or torture or persons who as civil persons may be damaged in an armed conflict. This protection declaration is based upon EU law.

¹⁹⁶ <http://www.sweden.gov.se/sb/d/11901/a/125270> (13.03.2011).

¹⁹⁷ <http://www.barnombudsmannen.se/Kronika.aspx?pageid=7424> (13.03.2011).

¹⁹⁸ <http://www.sweden.gov.se/sb/d/11901/a/125270> (12.03.2011).

The *other protection declaration* is only valid in Sweden and only for those who need protection of armed conflicts/severe opposition in the country or who cannot return to their home country due to a natural disaster, but also those who have a justified fear of abuse.

The procedure of an application for asylum

There is the possibility of applying for a residence permit at the frontier, but most applicants for asylum apply for asylum when they are already in Sweden. Then they have to go to the Immigration Office where the applicant has to report who he/she is (most refugees are men), how he/she came to Sweden and has to leave his/her fingerprints. The fingerprints are stored in a common European data basis (Eurodac). Every person above the age of 14 has to leave his/her fingerprints. Afterwards the decision is made according to the Dublin Act, if Sweden or another country is responsible for this application. If an asylum seeker applies for asylum in Sweden the reasons must be clarified. The asylum seeker has the right to make use of an interpreter and legal support. During the waiting period the immigration office may arrange the accommodation of the asylum seeker. In case it is obvious that the asylum seeker has no right to asylum he may be expelled directly and has to leave Sweden within two weeks. The decision for an immediate expulsion must be made within three months and the applicant is allowed to appeal against the decision, but he is not allowed to wait for the final decision in Sweden. If there is a reason for seeking asylum the applicant has to affirm his application by presenting exact material. If the application is complete the decision can be made based upon the foreigners' law. The decision is made if the asylum seeker gets a permanent or temporary residence permit or if he has to be expelled. If he is expelled he has to leave Sweden within four weeks.

Family reunion

The right to family reunion is based upon EU-directives and can only be made use of by persons who have the right to residence for at least one year. So this law is not valid for asylum seekers. Since 1997 the state's obligation of reuniting family members includes only husbands/wives and unmarried minor children. But also parents, relatives or adult children who have been dependent on the person living in Sweden while being in their home country may join the person living in Sweden. If a minor child gets his parents to join him, a DNA-test may be requested for proving the family relation. Basically, persons joining someone immediately get a permanent residence permit and so have the same rights as all persons entitled to residence. An exception is a deferred immigration examination. This exception exists in order to avoid fictitious marriages. The immigration examination of immigrants who indicate a relationship as reason for their immigration is deferred for two years. During this time the sincerity of the relationship is checked and the applicants obtain their residence permit after a successful examination. Since April 15th, 2010, a new law is in force demanding that the person living in Sweden has to prove that he is able to care for the joining family members and has an apartment of sufficient size.

Swedish citizenship¹⁹⁹

For obtaining citizenship there are two principles. Citizenship is either obtained due to the territorial principle, which means that one gets the citizenship of the country in which one is born. The Swedish citizenship is obtained according to the principle of origin, which means that a child gets the parents' citizenship. For obtaining the Swedish citizenship some conditions have to be fulfilled. The applicant

- has to prove his identity, i. e. he must have a valid passport with photo issued by the home country;
- has to be 18 years old. Parents of a minor child can apply for citizenship on the child's behalf;
- must prove a permanent residence permit. Foreign citizens must have lived five years continuously in Sweden, stateless people four years and refugees four years counted from their residence permit;
- must have led a regular life in Sweden. The immigration office gets documents from the financial office, from the police office and from the security police and can so check if there have been debts, crimes or security problems with this person.

If the requirements are fulfilled the person has to fill in a form. The form is sent to the immigration office where the decision will be made. The application for citizenship costs 150 Euros and the waiting period is between six and twelve months. The following table shows how many persons of the countries involved in the project have obtained Swedish citizenship in the last years:

Anzahl Personen die schwedische Staatsangehörigkeit bekommen haben:
(Zeit/Land)

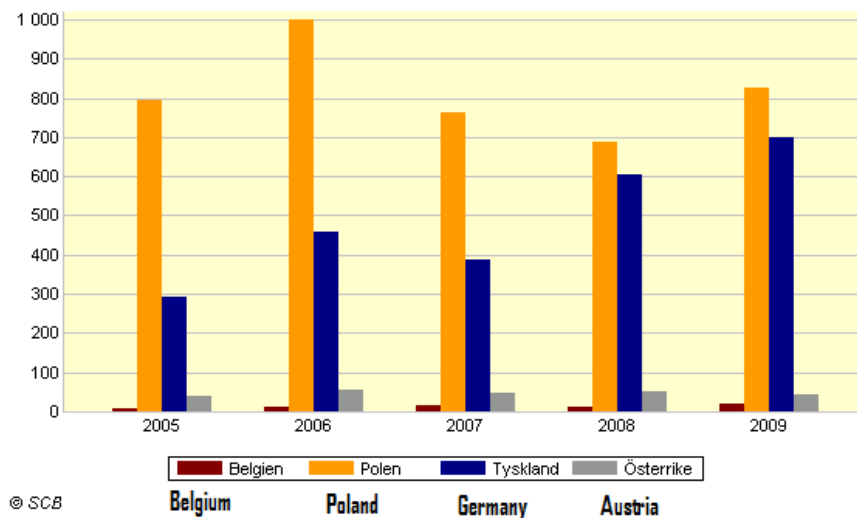


Tabelle: Schwedische Staatsangehörigkeit

¹⁹⁹ Quellen: www.migrationsverket.se, www.sweden.gov.se, www.scb.se (05.03. 2011).

5.5 Integrating immigrants by work and education

The following section deals with the integration measures in Sweden that were adopted for integrating immigrants into the Swedish social life. The two main topics are measures concerning work and education. First we will give an overview of the situation and problems of immigrants on the Swedish labour market for being able to better understand the following integration measures adopted by work. The introduction is followed by a sketch of the old and new integration model, their main functions as well as the critical points of both models. Finally we deal with the education measures, such as the activities of Swedish primary education, the SFI program (Swedish for Immigrants) in secondary schools and in adult education.

The situation and problems for immigrants²⁰⁰ on the labour market

In general, labour force immigrants after World War II have found their way on the Swedish labour market. There were even times in which immigrants had a higher employment rate as native workers. However, since the 1970s an increasing refugee immigration has had the effect that foreign born immigrants always have a worse employment rate than native born Swedes.²⁰¹ The following graph shows the difference between foreign and native born men and women in the period 1987 – 2009.

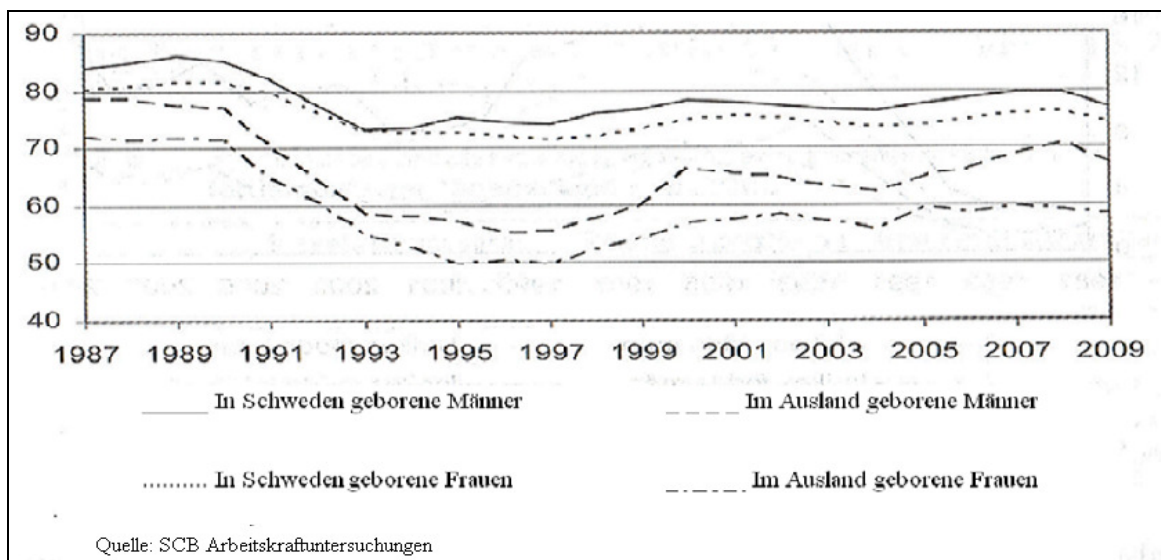


Tabelle: Beschäftigungsquote (16-64 Jahre) im Zeitraum 1987-2009

The graph makes clear that the employment rate was continuously remarkably lower with the foreign born men and women. In the year 2009 it was at 68% for men and 59% for women. Contrary to this the employment rate for employees born in Sweden was significantly higher: 78% for men and about 75% for women.

²⁰⁰ Einwanderer sind in diesem Abschnitt nur Flüchtlinge und Flüchtlingsangehörige, die im Ausland geboren wurden. Sonstige Einwanderer, zum Beispiel Studenten, Arbeitskräfteinwanderer oder adoptierte Kinder werden nicht untersucht.

²⁰¹ Statens offentliga utredningar (SOU 2010:88) „Vägen till arbete-arbetsmarknadspolitik, utbildning och arbetsmarknadsintegration“, Stockholm:2010, S. 253ff.

Not only the employment rate of the foreign born immigrants shows that the situation of this group on the Swedish labour market is difficult, but also the fact that immigrants need a long time to find a job. Figure 4 shows the employment rate of immigrants from different countries of origin depending on the number of years they have resided in Sweden.

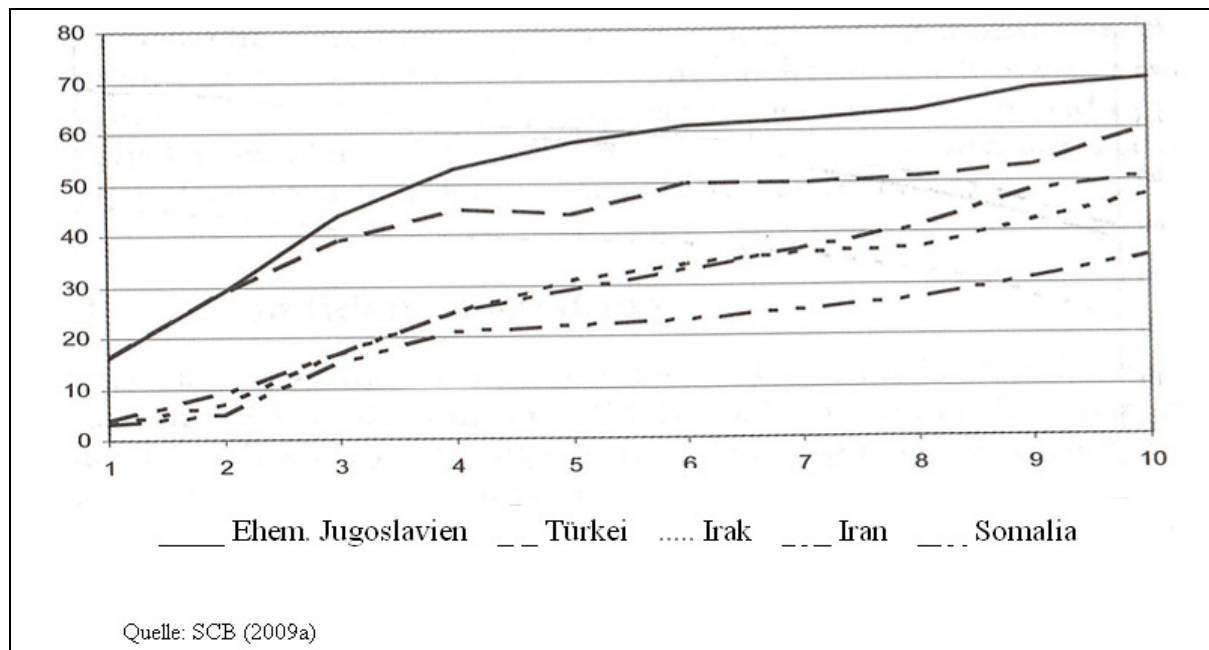


Tabelle: Beschäftigungskurve nach Geburtsort und Verbleibzeit in Schweden

The graph above shows that it is difficult for all immigrants of the examined countries to establish themselves on the Swedish labour market. After one or two years the employment rate is only between 5 and 16%. It takes up to 10 years for reaching 70%. Another conclusion is that there are remarkable differences between the examined countries of origin. For example the employment rate for Somalis after 10 years amounts to about 35%, for people from former Yugoslavia, however, to about 70%. All these figures indicate that immigrants have several problems on the Swedish labour market. We will have a closer look at them now.

One problem discussed in this context is the term human capital ²⁰². Swedish surveys show that the authorities in charge and employers regard education and work experience from countries outside Europe as a bad indication and qualification of the job seeking persons. In such cases employers prefer an education and work experience of which they are convinced that they are of high quality and applicable for Swedish conditions. Re-training people for Swedish conditions is important in most cases, but it often takes too long. In many cases it is often not pos-

²⁰² Humankapital ist ein volkswirtschaftlicher Begriff. Es sind Faktoren, die die Produktivität einer Person in einer gewissen Arbeit bestimmen. Diese Faktoren sind zum Beispiel Ausbildung- und Arbeitserfahrung. Landesspezifische Kenntnisse wie zum Beispiel Sprach-, Geschichts-, Kulturkenntnisse und Kontaktnetze gehören auch dazu. Einwanderer bringen ein gewisses Humankapital mit sich, müssen aber auch schwedisches Humankapital aneignen. Wie viel eigenes Humankapital ein Einwanderer verliert, ist davon abhängig, inwiefern das Humankapital auf das Einwanderungsland überführbar ist, (SOU 2010:88, S. 272–277).

sible to validate and estimate the education of the examined persons with the effect that these persons have jobs below their qualifications with small opportunities for advancement on the labour market.²⁰³

Besides education and work experience Sweden-specific knowledge is required on the Swedish labour market. Among others, language skills are important. Of course it is supposed that newcomers do not speak Swedish, this makes it difficult to find a job. Social networks to employers or persons who can get them a job is another important factor for integration on the labour market. Surveys show that many jobs in Sweden are allocated due to informal contacts such as personal contacts to employers. Immigrants often do not have or only have a small access to these networks.²⁰⁴ This may be the reason for starting a pilot project in several Swedish communities, in which qualified immigrants and representatives of economy meet on a regular basis for the reason of socializing. This project is called „Integration in Sweden“.²⁰⁵

Besides the factors residing in the immigrants there are also factors residing in the employers which have effects on their integration on the labour market. They include higher requirements for employees. Since the 1970s the Swedish economy goes through a structural change. Small companies with specialized work areas in which high education, good language skills and other communication skills are important have increased in the last decades. This change can be particularly seen in the industrial sector where many immigrants work. The effect may be that immigrants and particularly refugees cannot meet these requirements. Some surveys prove that even employers often discriminate against immigrants. They either select them out, because they believe that this group has worse skills or competences, or because customers and employees have a negative attitude towards them.²⁰⁶

As a consequence it may be stated that the immigrants' situation on the labour market is worse than for persons born in Sweden. There are many factors explaining the significantly worse situation. There are factors residing in the immigrants themselves, such as human capital which is badly transferrable to Swedish conditions, but also factors residing in the employers, such as discrimination or higher requirements. This background makes one question especially important. In which ways does Sweden try to integrate immigrants on the labour market?

Integration on the labour market – Sweden's new integration policy

For 25 years the communities have had the main responsibility for immigrants coming to Sweden, but on December 1st 2010 a new law became effective. This new law has been the greatest change of Swedish integration policy for 25 years²⁰⁷. The responsibilities of authorities change extensively. Today's government centralized integration works on a national level and the employment office

²⁰³ SOU (2010:88), S. 277–287.

²⁰⁴ SOU (2010:88), S. 287–294.

²⁰⁵ Smålandsposten

²⁰⁶ SOU (2010:88), S.295–300.

²⁰⁷ Ullenhag, E: Nyanlända behöver mer än en klapp på huvudet. Dagens Nyheter (17.11. 2011), Debatt. S.1.

was assigned to bring migrants on the labour market more quickly by the support of the new establishing pilots.

Lately, communities have been criticized severely for their integration work being too weak, that means that immigrants get too many social security benefits. Today's government thinks that learning the language and finding a job were only secondary during the time when communities were mainly responsible for integration. Today it takes seven years on average for an immigrant to get a job and that after three years only 30% have a job is regarded too little. People born in a foreign country have a lower employment rate than those born in Sweden. This is a great problem of the system and a waste of financial aid, says Integration Minister Erik Ullenhag.

Authorities' competences

Along with the new law the responsibilities of the authorities change. The employment office is responsible for all workable persons and is assigning the pilots. The employment office is also in charge of the provision of housing for all workable persons according to an integration plan. The communities still have the greatest responsibility for the education of immigrants. They organize all trainings for adults as well as SFI (Swedish for Immigrants) and social studies, but also schools and kindergartens for the children. The migration work is mainly responsible for refugees and their accommodation and also determines support for the communities 208.

The new integration line

The idea of the new law is to give immigrants better opportunities for learning Swedish quickly and for obtaining better job opportunities, so that they can care for their own. The law is valid for all workable foreigners aged 20 – 64 and also for persons between 18 and 19 who came to Sweden without their parents. When an immigrant arrives at a community the employment office has to talk to him/her. Together they make plans for the immigrant's future in Sweden and try to find suitable jobs. The immigrant also gets information on potential housing possibilities close to the jobs. This conversation results in a so-called integration plan describing the activities the immigrant will take part in, in order to get integrated as quick as possible. The kind of activities of the plan are dependent on the immigrant's needs. To validate Swedish for Immigrants (SFI), social sciences and job preparation outreaches, e. g. internships, and the former work experience and grades are mandatory parts of the integration plan.

The goal is to offer 40 hours of full time activity per week. But depending on the person there may also be less hours. The duration of these activities may differ, but 24 months are the maximum provided. The plan has to be completed two months after the decision on their residence permit at the latest.

²⁰⁸ Informationsheft, herausgegeben von der Schwedischen Arbeitsvermittlung: Vissa nyanländas etablering i arbets- och samhällslivet. Arbetsförmedlingen, Försäkringskassan, Länsstyrelsen, Migrationsverket och SKL (Sveriges kommuner och landsting).

Public support

In the course of the integration plan the participant has the right to public support. This support consists of 30 Euros per day for five days a week. The amount does not change if the family has other income, but everybody who does not take part in the activities of the plan receives less money. You also get a bonus for good performance in the Swedish lessons.²⁰⁹

Pilots

The new law establishes a new actor in the system, the pilots. They work on behalf of the employment office and all companies and organizations wanting to participate in the integration of migrants can register for becoming a pilot. Pilots are supposed to be a member of the labour market and support the immigrant with social help. The immigrant chooses his pilot himself. The pilot receives a higher public compensation for his job, the faster the immigrant gets a foothold on the labour market or starts to study at a university. The compensation even gets higher if the immigrant has spent less than six years in school.²¹⁰

Social studies

Social studies are also a mandatory part of the introduction plan. Their purpose is to teach the immigrant a comprehensive knowledge of the Swedish society. Included are teachings about the knowledge of human rights, democratic values and the rights and duties of the individual. The lessons rather deal with the practical aspects of life in Sweden than providing theoretical information. The communities are responsible for offering the immigrants at least 60 hours of social studies, immediately starting after the creation of the integration plan. If possible, the lessons have to be taught in a language the immigrant is familiar with, that means in his mother tongue.

Criticism against the new law

During the last 50 years Sweden has mostly had a social democratic government and all integration work has been carried out according to the directives of this political party. One consequence of the long period of social democratic government is that the majority of employees of the communities are very critical against the new law that has been caused by the middle-class government. When visiting and talking to the representatives and experts of the community of Växjö the following issues were discussed:

During the last 25 years the communities have established a so-called introduction unit. The people working there are very experienced with this kind of work and have furthermore created a huge social network. Due to the new law many of these introduction units are closed down, e. g. in Växjö. Many people working in the public administration believe the parliament has acted prematurely. The question arose how a pilot can work on the individual support of an immigrant, if he has only four hours per month available. How will they replace the present competent specialists? Another question is, if it is a good idea to introduce profit thinking into

²⁰⁹ <http://www.regeringen.se/sb/d/2279/a/135429> (02.03.2011).

²¹⁰ <http://www.arbetsformedlingen.se/Om-oss/Var-verksamhet/Samarbete/Etablering-av-nyanlanda/Etableringslots.html> (10.03.2011).

the integration work. Refugees arriving here often also need social help, e. g. by health care specialists. The employees of the communities believe that this support is of major importance when working with people who have fled from their home country. It may also be a problem if they want to provide immigrants with an apartment close to their job, as they almost always want to live close to their fellow countrymen, and immigrants are not legally obliged to move to a place recommended by the employment office.

SFI (Swedish for Immigrants)

SFI is a school for immigrants or other individuals who do not speak Swedish as mother language. This school is responsible for people above the age of 16. The classes are free and comprehend at least 15 lessons per week and are under community administration. The classes start 3 months after the arrival of an immigrant at a community. According to the new law, since September 1st of this year there is an SFI bonus for all people who have come to Sweden after the 1st of July 2010. The bonus means that all language students receive a certain amount of money if they have successfully passed certain Swedish classes. This amount paid by the government varies between about 600 and 1,200 Euros according to the class one has passed. However, there are a few points of criticism concerning the system. Those passing the last class often are already university graduates and have no problems with studying, while illiterates naturally need more lessons for passing the first class. This could have unfair effects.

5.6 Conclusion

Sweden is regarded as a country with a very early active integration policy that is still effective. The discussed aspects could already give an impression thereof. But here are still problems, too: Rosengård is a district of Sweden's third biggest city Malmö and is often mentioned as an example of failed integration. The parliamentary results of 2010 show the extension of segregation in this city. Two districts, Rosengård and Almgården are only separated by a motorway, but the results look totally different. In Herrgård, a constituency of Rosengård, 97% of the people voted for the social democrats. On the other side of the motorway in Almgården 30% voted for the right-wing populist party, the Swedish democrats. For comparison: In all of Sweden only 5.7% voted for this party. The voter participation in the districts also looked different. In Herrgård only 46% of the eligible voters voted for a political party. In Almgården the participation amounted to 72% and in all of Sweden even to 85%²¹¹. One explanation for this result is the composition of the population in both districts. In Rosengård 86% of the population have a foreign background and in Almgården only 27%. An interesting detail is that the education level is very similar in both districts. The number of vocational trainings after sec-

²¹¹ Almgården: <http://www.val.se/val/val2010/slutresultat/R/valdistrikt/12/80/0912/index.html>. (23.01.2011). Herrgård: <http://www.val.se/val/val2010/slutresultat/R/valdistrikt/12/80/0809/index.html>. (23.01.2011). Schweden: <http://www.val.se/val/val2010/slutresultat/R/rikt/index.html>. (23.01.2011.).

ondary school is even higher in Rosengard than in Almgarden (18% in Rosengård and 12% in Almgården).²¹²

This example shows that there are still great lacks regarding the successful integration of migrants into the Swedish society. In international comparisons of the legal foundations and social institutions for the integration of migrants Sweden gets one of the first places.²¹³ This is especially true for the areas labour market, family reunion and anti-discrimination. However, it is not enough to be one of the best in theory, the practical implementation is crucial. We are therefore curious of the results of the new Swedish migration policy described in the last chapter of our report.

²¹² Söderin, Eigil (2010): De på andra sidan vägen. Malmö: Idéfabriken.
<http://idefabriken.files.wordpress.com/2010/10/de-pa-andra-sidan-vagenwebversion1.pdf>
(23.01.2011).

²¹³ Migrant Integration Policy Index (Mipex), www.mipex.eu (25.03. 2011).

F Reports of the Workgroups

1 Integrating migrants by educational activities

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1.1 Language competence

Language skills are a key for successful integration. Requirements for a successful integration of migrants are their understanding and using of the language. Without language skills they will not get a job and cannot integrate into society. Every age group needs a special education plan and specific teaching methods. We divided migrants into three different groups: children, young people and adults.

Kindergarten children

Children of migrants can learn the language very easily when they go to kindergarten. There they can learn the language of the new country and become multilingual. In this way they keep their own culture and identity. Therefore, migrants ought to get a place in the kindergarten for their children. A good idea would be to offer these children special help, e. g. by employing additional teachers who could support children with a migration background. Parents ought to be encouraged by various incentives to send their children to kindergarten. Another important focus is the cooperation between parents and the staff. They could, for example, invite the parents to kindergarten organize common activities.

Primary school children

School children with a migration background need time to adapt to the new education system. Attending an international class or receiving an individual program would be the best alternatives. In an international class they would be taught together with other foreign children and could learn the language. As soon as they master the language sufficiently they could participate in the regular classes together with native children. In case there were not enough foreign children for opening an international class, the children should get an individual program and extra advancement, e. g. additional teachers speaking the mother language of the child. It is also important that the children continue to learn their mother language in special classes for mother language, according to the Swedish example. There are scientific examinations at hand proving that a new language can be learned more efficiently if the first language is well mastered.

Young people

When one arrives at a new country at the age of 13 – 18 it is difficult to learn the new language. It would be important to prepare these young people for the native education system. Success in school is dependent on the language acquisition. The activities could be similar to those in primary schools: they either ought to attend international classes or they ought to be taught in the context of an individual program (see above). They also ought to get lessons in their mother language.

Adults

The training of adults has to take into account different education types: language, primary education as well as further levels of education. As adults are not able to learn the language as fast as children and young people, the language classes have to be adapted to the pace of the individuals. Different performance levels are essential, e. g. A to E. The A-level deals with basic knowledge, e. g. the alphabet and simple writing and reading. There are migrants using another or no script language. If a person already knows the Latin alphabet and is able to write in other languages, he can immediately start with the B-level. When passing the E-level the knowledge of the language ought to be sufficient for participating in regular classes. Adults also ought to have the opportunity and right to graduate and study at a university or to be prepared for working life.

The acquisition of a better language competence should be simplified for elderly people. For being able to communicate, it would be important to offer special language classes for this age group, e. g. at so-called pensioners' universities already existing in Poland and Sweden.

1.2 Cultural competences, national competences and political education – the „Växjö example“

In this context the transfer of political, social as well as national competence is portrayed as cultural competence.

Initial situation and presentation of the problem

Which problems may migrants have to face in a new country?

The main problems at the beginning may be the sensory overload and the language deficits. Migrants are facing a new culture with different standards and values. Furthermore they often do not have an overview of the political system, the labour market and the different authorities and their responsibilities.

For understanding the migrants' problems you have to make a distinction between refugees and voluntary immigrants. The difference is in the motivation and the readiness to integrate. Refugees often consider the "new country" as temporary solution and want to return to their home country as soon as possible. Additionally, they are often traumatized and therefore require psychological care. Only then integration may be started.

Migrants who voluntarily migrate to a country might have a much higher motivation for integration.

Competences

For managing integration into a new society, different competences are essential. They may be divided into cultural competences, national competences and political education.

The national competence is good for giving a rough overview of the country. This includes basic knowledge of geography, e. g. population figure, important cities and rivers, mountains and the native language. Furthermore it is important that migrants get to know the historical background of the country.

Cultural competence encompasses values, standards, rights and duties, taboos as well as the consequences of non-consideration. This is usually called intercultural competence. Gender mainstreaming in the European Kulturkreis is a significant topic. Referring to the work world factual work regulations must be explained and conveyed, as for example regular working times, labour contracts, rights and duties. Further important issues are social networks as associations and their offers. They are especially important for granting and facilitating integration into a society. Which concrete offers exist in the respective living environment and who may I contact if questions arise?

Furthermore, political education is of great importance. The migrants ought to learn about the political system and its legal system. Which rights, duties and possibilities do exist and how can they be seized and implemented? How do the naturalization procedure and the democratic electoral system work? Which authorities do have which responsibilities? Social institutions and their different forms of assistance are here of special importance.

Implementing the approaches

For developing all these competences interdependently, we have to find a way of handling these above mentioned problems effectively. Bureaucracy within the authorities ought to be simplified by better organization and labour division. Primarily a foundation has to be laid for shortening the integration process.

It would be of advantage to have only one single agency, joining all contact points of migrants concerning the integration procedure under one roof. This includes: support with all issues of registration (especially with children – registration in schools), support with finding an apartment, information on the health care system, legal assistance and support with training and vocational advancement. For meeting all these requirements each integrating person could be looked after by a personal coach. This coach would be comprehensively informed on the situation of the migrants and could attend and support them in the different areas of life. In this case it is important that the coach has no communication problems with the migrants or that an interpreter is available, if necessary. Furthermore, the coach should have social competences for being able to do a good job in networking according to the individual situation. This includes the integration of migrants into the community, for example by organizing parties or other social events within the neighborhood. They should be cared for intensively and permanently during the first year. Afterwards the care could be adapted to the individual progress of the person, so that he/she can be integrated earlier as so far. For creating a motivating incentive it could be thought of introducing a kind of bonus system. The earlier the migrants produce success in integration the more advantages they can experience.

A successful integration grants and advances the migrants' participation in the new country. By activating approaches they can be enabled to help shape common life independently and to get politically and socially involved. These kinds of migrants work as a positive example.

A successful implementation of the „Växjö example“ would create best conditions for getting access to the labour market. The realizing costs would be very high at the beginning, but it would save substantial costs in the future.

1.3 Vocational training and advanced training

Working is one of the most essential elements of our life planning and lifestyle. It provides us with structures and gives us security. People also need a regular work and the corresponding income for leading an adequate lifestyle and providing their families. Besides, in our society work has a highly social and integrative component. In our European society we tend to define ourselves by our work. This is the reason why in our European society unemployment is such a great obstacle for migrants. For being able to go to work regularly it is vital to have a qualified education. We will therefore have a closer look now at the four possibilities of educational deficits and give some adequate solution approaches.

The different starting points of migrants are:

- Level 1: no formal education:** among those are people without any education at all (e. g. illiterates, persons who have never attended school)
- Level 2: no experience:** among those are people who have basic competences (reading, writing, calculating), but no vocational training and/or working experience.
- Level 3: too little experience:** among those are people who have not terminated their training or who have abandoned it prematurely for different reasons.
- Level 4: no usable experience:** among those are people who were trained in their home country and also worked in their profession, but the knowledge cannot be used in the new country.

Different approaches: What do we need?

- Level 1: basic education:** As persons in level 1 have not had any education at all, they need at first basic competences in essential areas = school education (=general education) and can only afterwards receive vocational training and practical knowledge (=technical training, e. g. by internships)
- Level 2: education:** People who only have basic competences need specific education afterwards. We need theoretical knowledge = secondary education (language classes, maybe also additional general education) as well as at the same time practical knowledge of a professional direction = internships (technical training)
- Level 3: advanced training:** Persons who have already started a professional training but could for different reasons not terminate it, need theoretical knowledge = secondary or higher education (university, college, apprenticeship) as well as practical knowledge (internships)
- Level 4: professional re-training:** As persons who have not usable knowledge are on the same level as persons without education (level 2), they also need at first theoretical knowledge of a specific direction = specific theoretical knowledge + specific practical knowledge.

Implementing the approaches:

- Level 1: primary education:** We must provide persons without any education or professional education with the respective education so that they can integrate into society. Basic education is achieved by formal school education, for children as well as for adults. The immigrated persons get the chance to acquire basic competences of daily life (reading, writing, calculating).
- Level 2: technical education:** If persons already have essential knowledge enabling them to start a specific training, it is important to start at this point. Migrants can acquire job specific knowledge in technical schools, e.g. in training workshops.
- Level 3: continuation of technical training:** In case persons were not able to terminate their (technical) training, it is essential to make continuation possible.
- Level 4: re-training activities:** persons who are not able to pursue their original profession in the new country are at the same level as persons without technical training (level 2). They need to learn a (new) profession in theory and practice.

Additional measures: applicable on all levels: computer classes, language classes, cultural courses, etc.

1.4 inter-cultural competence of the mainstream society

Initial situation:

Among the major problems in the area of integration policy are the common prejudices against migrants and the lacking acceptance due to their foreign language, religion and culture. Everybody identifies himself with his own language, religion and culture and so focuses on the so-called "in-group". What is outside the group is considered threatening to the own identity. This leads to a high discrimination rate, however mostly unconsciously. Often, the legal foundations are not enforced, as they have to be extended and specified for reducing the high discrimination rate.

Another aspect in this area is the negative media reporting about migrants. The problem is that the media have a strong impact on opinion making. This immensely effects the discrimination rate, as the media are no longer interested in only giving information, but mainly in increasing the circulation or the rating. They so portray the migrants in a way that is generalized by the general population and transferred to all people of a special region.

Furthermore, the native population is lacking inter-cultural competences. This is not only true for key persons, e. g. teachers and civil servants, but also for the respective general population. Besides these aspects, the financial and personnel resources are lacking, too. This is the reason for only rare leisure time facilities which would be of major importance for personal encounters and the reduction of prejudices.

Solution approaches and specific measures:

Generally, integration policy has to be shaped more actively and publicly. This would also include calling attention to the fact that interculturality brings many benefits for personal life. For creating an awareness, reducing prejudices and informing the people, the government has to make better use of the media, e. g. by commercials like “Don’t write yourself off – Learn reading and writing”, bills for language classes, advertisements in newspapers etc.

Respecting the media reporting, the right of the freedom of press has to be considered. It is difficult to interfere into this area. Regarding human rights, article 1 and 2, the government is allowed to interfere to some extent. Example: When the government regulates that the names of the concerning persons are only written by using their initials, it is no longer possible to imply their nationality. Furthermore, in respect to public relations, there should be EU-wide regulations against discrimination.

An important step towards active integration policy would be to introduce compulsory inter-cultural classes for key persons, mainly for kindergarten teachers, school teachers, university lecturers and other civil servants providing public services. For the rest of the population these classes ought to be for free. Besides that, school classes ought to convey these competences as far as possible. But having only these classes is not sufficient. Imparting knowledge is not the only thing necessary, but also creating opportunities for personal encounters. This requires adequate conditions. Examples: For creating a meeting point for all classes of society and all nationalities, institutions as a „house of cultures“ or „culture camps“ would be conceivable. By integrating qualified key persons, everybody may participate in leisure time activities.

The house of cultures is a meeting place where people of different nationalities are able to exchange experiences, socialize and learn from each other. Conceivable activities in this area would be organizing cinema evenings in different languages, cooking and eating the respective national food and much more. It is important that this house is open for all age groups. However, there are different rooms for children, young people and adults regarding the different interests.

Culture camps, however, are geared to children/young people and a special culture. The participants get to know all facets of the respective culture in a playful, active and acknowledging way. These camps are temporarily limited (e. g. for 14 days, whereas the house of cultures is always open.

Children are an important part of integration policy. Conveying intercultural competences ought to be started in kindergarten already and continued in school. It is indispensable that people working in this area have the required qualification. A great advantage is that children are much more open-minded and bring their opinions into their families. The prejudices of the parents may be reduced by parent-teacher meetings or various events, e. g. a multi-cultural evening.

**Children are not only our future,
but also the key for a more successful integration!!!**

2 Economic aspects of migration

Ida Arvidsson, Elin Beyersdorff, Astrid Byrman, Nikolaus Gstinig, Franziska Minge, Dieter Synhaeve, Bert Vanbesien, Pieter-Jan Vandermeersch, Kerstin Wischer
Prof. Dr. Heinrich Bucker-Gärtner

2.1 Social problems of migration

A common belief is that immigration causes high costs. But it is very difficult to find out an exact figure as there are many different models of calculation. There is no agreement on what to count to the costs, the direct costs only or also the indirect costs for example caused by integration problems.

The direct costs most people think of are especially caused by state contributions to living costs (food, clothing, housing, health care, transportation) and by language classes. Many people believe that the government takes over all the costs. However, it is true that various charity organizations and other non-government organizations frequently finance the major part of the costs by fund raising, so that the native population does not have to bear all the costs of immigration.

Failed integration often leads to segregation. This means that groups of immigrants are separated from the native population and often feel forsaken. This phenomenon is often found in the outer districts of great cities. At the same time there are a very high unemployment rate, a higher crime rate, much vandalism and riots of young migrants in these areas. The high unemployment rate of migrants, however, is often due to discrimination on the labour market and not due to a lacking readiness to work. These negative examples are only a kind of affirmation for those people who claim that immigration only leads to costs for our society. Those people, however, have a very limited view, as they do not think about the distinct benefits immigration may have for all members of a society and therefore just also for the native population.

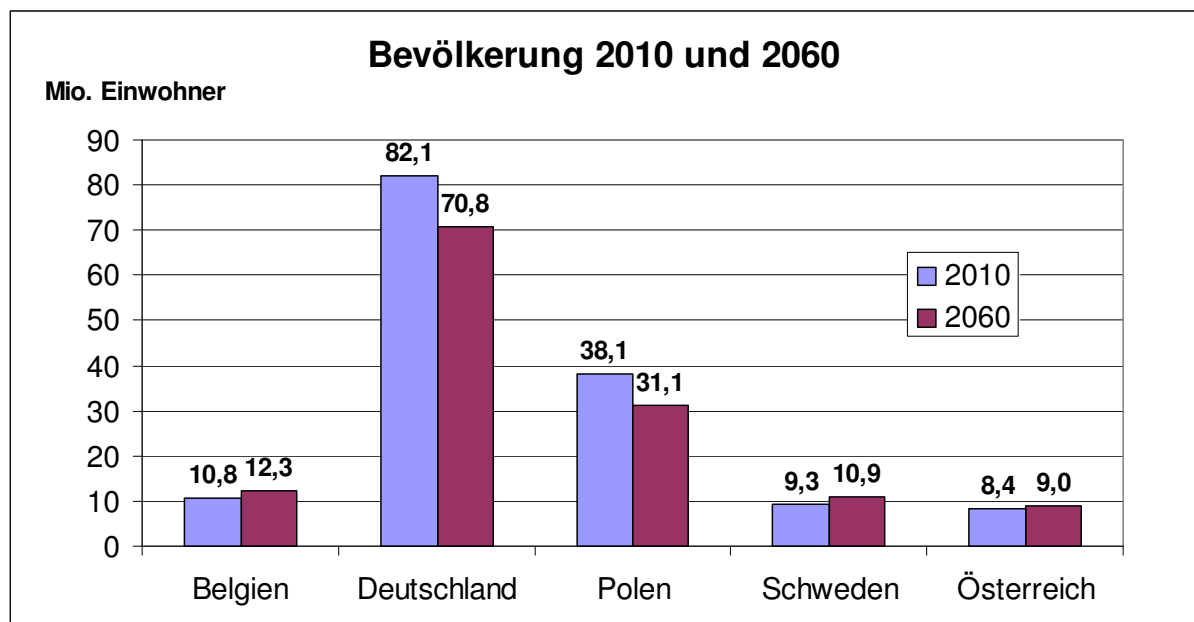
Unfortunately, various political parties take more and more advantage of this limited mindset. These parties promise to reduce the number of immigrants, so solve the problems in the above mentioned outer districts and to protect the native culture against foreign influences. The target groups of such parties are often unemployed people with low education who are of the opinion that immigrants take away their jobs. A very common problem of these groups is that they believe that the government cares more for the foreign population than for the native. This thought blockade has the effect of not seeing the obvious advantages of advancing immigrants.

2.2 Immigration and demographic change

The UNO has calculated that the European population will decrease to 542 million people by the year 2050. This is a decrease of 8.3% compared to today. At the same time the average age will increase by nearly 10 years, from 38.9 years in 2005 to 47.3 years in 2050. In 2007 the part of the European population above the age of 65 amounted to 16 percent. In 2050 it will be 28 percent. A smaller part of working people will have to care for an increasing number of old people. (Europe's Demographic Future, The Berlin Institute for Population and Development 2008).

The death rates are expected to rise and at the same time the birth rates will decrease. Deaths will rise from 5 million per year to 6.5 million in 2060; the number of births, however, will go down from 5.1 million to 4.6 million. (Eurostat Statistics in Focus 72/2008 Konstantinos Giannakouris, S.5).

The European population will shrink in the following 50 years, but this is not true for all European countries. In Belgium, Sweden and Austria it will increase, but in Germany and Poland it will decrease.

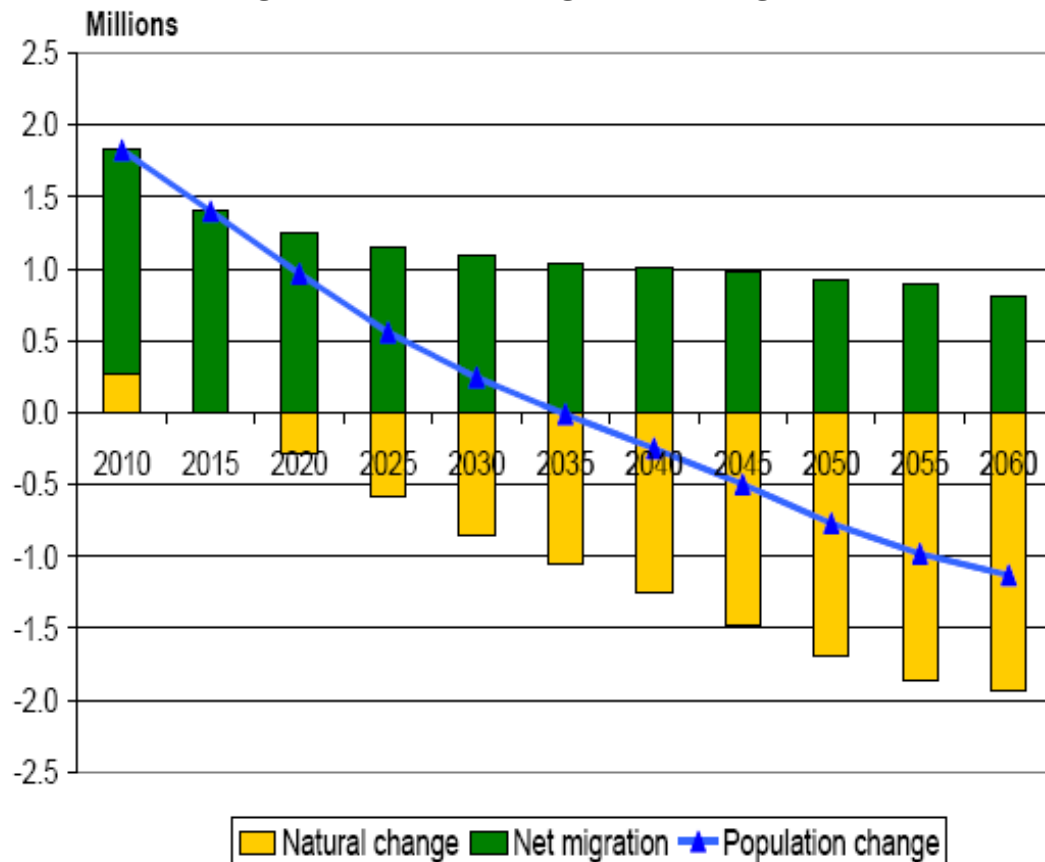


Quelle: Eurostat Statistics in Focus 72/2008 Konstantinos Giannakouris S.6

Today, Poland's population is the youngest of all participating countries, but according to Eurostat the country will have the oldest population of all participating countries in 2060. Germany's population is oldest today. (Eurostat Statistics in Focus 72/ 2008 Konstantinos Giannakouris S.3)

In the following 50 years the population of the EU will decrease due to natural reasons as there will be more deaths than births. According to an outlook of Eurostat immigration will also decline. This outlook also expects that in 2015 1.4 million and in 2060 0.8 million migrants in the EU-27-states will increase the population. Considering the above described heavy increase of deaths the population figure cannot be stabilized permanently. In 2035 the population increase will have stopped and then the number will steadily decline.

Natürliche Veränderungen in der Bevölkerung und Nettomigration (EU-27)

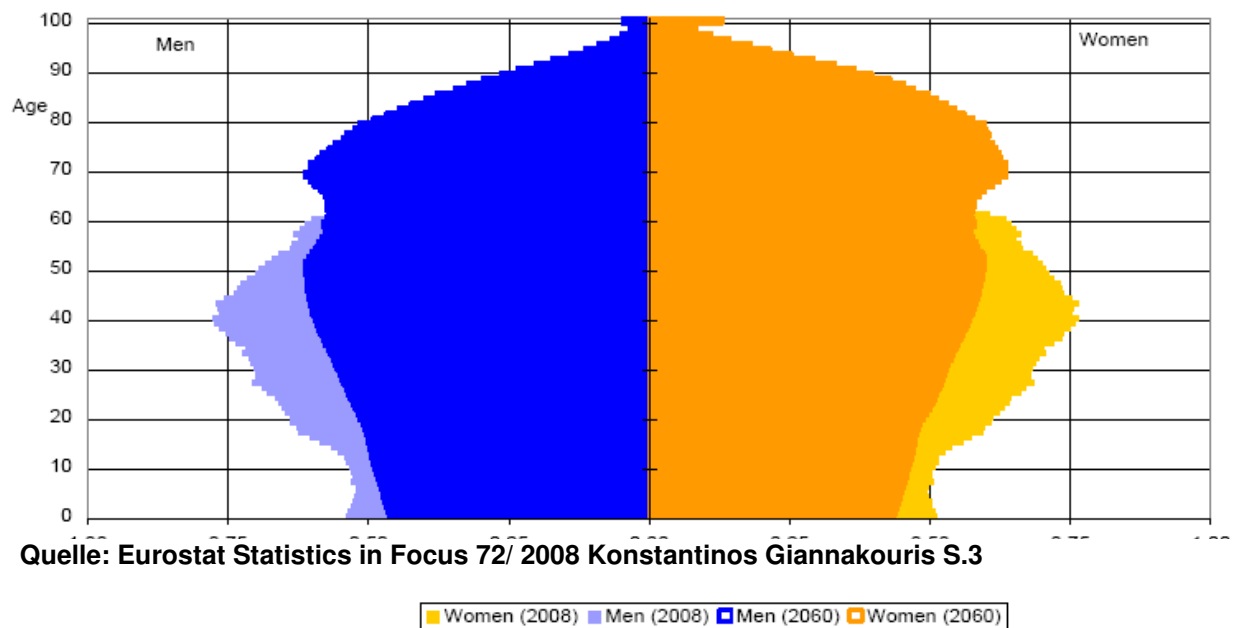


Quelle: Eurostat Statistics in Focus 72/ 2008 Konstantinos Giannakouris S.5

If Europe had the goal of having the same number of working people in 2050 as today, the European Union needed a net migration of 80 million people. (The demographic challenge in Europe, Lorant, Karoly Brüssel 2005).

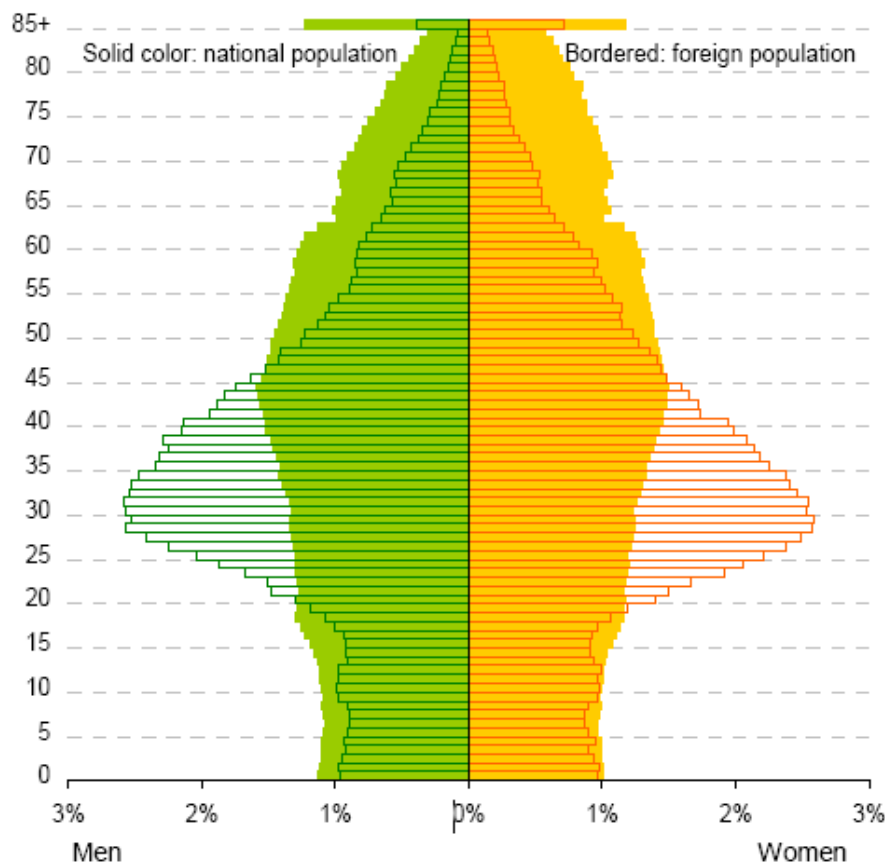
The following table shows that the European population will grow older and older and at the same time the number of working people will decrease.

Age composition EU 27 in 2008, 2060



Contrary to this is that the population immigrated to the EU is younger and therefore has a higher percentage of working people (see following figure). Therefore it is crucial to integrate this group of population into society. This is the only way of getting the required number of labour forces. Connected to this there are at the same time correspondent revenues for the state respecting taxes and social insurance contributions. Without migration the EU states will not be able to meet the requirements for labour forces nor the required revenues for a working welfare state.

Age structure of the national and foreign population EU-27 in 2009



Quelle: Eurostat Statistics in focus 45/2010Katya Vasileva S.1

The permanently ageing population is dependent on services. Even today the service sector employs many migrants. Today they work for example as cleaners, but in the future they will be needed as care workers. But this requires an according qualification. As a result there will on the one hand be a great lack of staff without migration and on the other hand every chance must be used to qualify migrants early and efficiently.

2.3 Effects of migration on European economy

In the following chapter the effects and opportunities of migration should be discussed. First the navigation of migrants will be stated, in a further step the positive effect of creating new jobs and businesses is explained and in a final step the impact on innovation capacity shall be explained.

Navigation of migrants

Migration flow cannot be stopped, so they have to be trained as good as possible that they can be integrated more efficiently and faster. It is necessary to allocate the new migrants to cities or communities with a higher demand for new labor force. Allocating migrants means that when they arrive into a new country, a public institution should provide them with a house or an apartment in a region with higher demand. For example, a migrant arrives in a city with a big unemployment rate like Brussels it will be very hard to find a job by themselves. That is why a public insti-

tution would be the perfect solution to take action and allocate the migrant to a region where they could find a job easier. This action will help the migrants to integrate into society.

Allocation of migrants does not only mean a geographic allocation, but also a practical allocation. For example people with an existing profession can be easily re-trained to a similar profession with higher demand.

A third dimension of allocating migrants can be seen in theoretical allocation. People with high education, like a finished study program could attend another study program to improve their chance on the labor market. This is especially valid for local language skills.

These plans are expensive, but after a couple of years this will increase the economic growth, decrease unemployment rate and result into a better integration for newly arrived migrants.

Creating of jobs

As discussed in the previous point, allocating migrants form the basis to help them find a job. But before institutions can navigate them, jobs have to be created. It is generally known that creating jobs is not easy. If there are available jobs, most companies prefer native labor forces. Migrants have to adapt to a new country and this might cause difficulties for firms to recruit them. To be realistic, employing migrants could be risky because it is not only the migrant who has to adapt to the company, but also the other employees in the company. This decision of employing migrants could affect other personnel in the company, for example communication problems or ethic problems. Although there are some problems, the government has to stimulate enterprises to employ migrants by for example subsidies.

To show migrants that companies have available jobs where they can start easily, there could to be a certificate that represents this. This certificate will also make clear that the company is supported by the government. This solution will definitely shorten frictional unemployment for migrants.

Encourage creation of new companies

There is a long road between the migration to another country, integrating there and finding a job. A system that manages to guide these people throughout this process is one of the most important step in the road to economic growth. Once the immigrants speak the language and when he or she has gotten used to the local culture, it is time to find a job. This step sometimes comes with great difficulties.

When an immigrant is searching for a job, more often he is denied because of his heritage. It could also be that the immigrant just cannot find work because of the current situation the job market. It is quite logical when people immigrate to another country that at one point there will too many people for the same job. The solution to that problem can either be to attract foreign direct investment, or to guide migrants so they can start their own firms. With the right guidance these people can create more jobs for other people, this way the immigration changes from being a cost for a country to a benefit.

To make this happen the government needs a program to guide these people to becoming independent. This program needs to teach them how to do business, what to do and what not to do, study successful and unsuccessful cases. The program has to be practically oriented. All this leads to a clear view of the market they are about to enter. Once they entered the market by starting their own firm, they will still need to be guided and motivated so everything does not go to waste.

To encourage this program the government should offer these educational courses and guidance programs for free. They could also subsidize the firms the immigrants are starting. For example, the government could pay one third of the required minimum capital or give loans without or with low interest rates. All these measures will result in increasing economic activities and so the immigrants can find a job more easily.

Impact on innovation capacity

Another aspect that can be achieved from good migration policies is a positive impact on innovation capacity for companies within the European Union. Recent research discusses the impact of migration on the innovation capacity and research and development (R&D) power of European companies. A study by Niebuhr in 2006 in Germany found a positive correlation of innovation and R&D. However, the author added certain preconditions for the positive effect, like the necessity for good integration of migrants. Further, the paper focused on qualified workers that can easily and usually quite fast be integrated into a company and society with a low amount of training.

Positive effects can be gained from different mindsets, by mixing different cultures and also different educational and practical backgrounds. If R&D teams within multinational corporations are mainly from one country, they might concentrate too strongly on their own culture and therefore miss chances and opportunities from cultural differences in other cultures. By mixing these teams and adding migrants with different backgrounds, new perspectives can open, new markets and products can be developed and market entry into new markets can be made easier, due to better focus on individual needs and differences in the new countries.

Many European countries nowadays already have policies for enabling high qualified workers from outside the European Union to migrate and work for European companies, mostly by certain quotas that differ amongst the countries. Many of these systems are however still too complicating it can be argued that they are not very well thought through. By changing such policies and actively attracting high qualified workers, innovation capacity for European companies could benefit even more from migration. As the economic trend points toward outsourcing of production, Europe needs to contain and extend the knowledge advantage over other economies, in order to stay competitive also in the future.

2.4 Conclusion

It can be concluded, that there are two sides included in migration. Cons are mainly costs of and around migration itself. Pros can be seen in the foundation of new jobs and companies or in the increased innovation capacity and therefore in an increased competitive situation for the European economy.

One of the main problems that many European countries still have with migration is that political parties in their election campaigns too often concentrate only on the negative aspects of migration and neglect the positive aspects or the opportunities of migration. By this move right-wing parties have grown stronger over the last few years, concentrating on the negative effects of migration and that migrants take the jobs of home nationals.

Looking at the problems more closely, it can even be stated that the migration offers European countries a great opportunity to encounter the problem of the aging population if migrants are trained and used wisely.

3 Legal aspects for a better integration of migrants

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3.1 Introduction

When considering the legal aspects of integration it becomes apparent that the different laws and their implementations in the individual European member states lead to problems in the areas of entry, financing, integration initiatives and expulsion. Refugee children are especially concerned by these problems, as they often have to leave their home country on their own. The UN convention on children's rights in 1992 composed first guidelines which are valid for all of Europe. But still there are discrepancies caused by the different national legal interpretation.

Unfortunately, the comparisons of relevant legal regulations conducted by this workgroup have not been documented diligently, so they can neither be presented nor put into relation to the following results of MIPEX conveying an overview of the level of integration initiatives in the different countries.

3.2 Migrant Integration Policy Index (MIPEX)

Mission and methodology

In 2010 the analyses for the third issue of MIPEX were carried out; the first issue was published in 2004 and the second in 2007. MIPEX III is led by the British Council and the Migration Policy Group and is produced as part of the project: Outcomes for Policy Change, co-financed by the European Fund for the Integration of Third-Country Nationals.

The MIPEX includes 31 countries: Canada, USA, Norway, Switzerland and 27 member states of EU. MIPEX measures policies that promote integration in European societies. Integration in both social and civic terms rests on the concept of equal opportunities for all. In socio-economic terms, migrants must have equal opportunities to lead just as dignified, independent and active lives as the rest of the population. In civic terms, all residents can commit themselves to mutual rights and responsibilities on the basis of equality. When migrants feel secure, confident and welcome, they are able to invest in their new country of residence and make valued contributions to society. Over time, migrants can take up more opportunities to participate, more rights, more responsibilities and, if they wish, full national citizenship.

The process of integration is specific to the needs and abilities of each individual and each local community. Although government policy is only one of a number of factors which affects integration, it is vital because it sets the legal and political framework within which other aspects of integration occur. The state can strive to remove obstacles and achieve equal outcomes and equal membership by investing in the active participation of all, the exercise of comparable rights and responsibilities and the acquisition of intercultural competences.

For each of the 7 policy areas: labour market mobility, family reunion, education, political participation, long-term residence, access to nationality and anti-discrimination, MIPEX identifies the highest European or international standards aimed at achieving equal rights, responsibilities and opportunities for all residents. The European Union work programme 2010-2014 on Freedom, Security and Justice re-confirmed: 'The objective of granting comparable rights, responsibilities and opportunities for all is at the core of European cooperation on integration.' The highest standards are drawn from Council of Europe Conventions or European Union Directives. Where there are only minimum standards, European-wide policy recommendations are used.

There are 148 policy indicators on migrant integration in the MIPEX. These have been designed to benchmark current laws and policies against the highest standards through consultations with top scholars and institutions using and conducting comparative research in their area of expertise. A policy indicator is a question relating to a specific policy component of one of the 7 policy areas. For each answer, there are 3 options. The maximum of 3 points is awarded when policies meet the highest standards for equal treatment.

Within each of the 7 policy areas, the indicator scores are averaged together to give one of 4 dimension scores which examine the same aspect of policy. The 4 dimension scores are then averaged together to give the policy area score for each of the 7 policy areas per country which, averaged together one more time, lead to the overall scores for each country. In order to make rankings and comparisons, the initial 1, 2, 3 scale is converted into a 0, 50, 100 scale for dimensions and policy areas, where 100% is the top score.²¹⁴

Key findings in selected European countries²¹⁵

a) Sweden (83 scores – best ranking)

- Swedish mainstreaming approach favourable overall for integration: equal rights and responsibilities, work on equal opportunities in practice.
- Favourable policies on labour market, family reunion, anti-discrimination.
- Slightly favourable policies on long-term residence, education, political participation, access to nationality.
- New income/housing requirements for some family reunion: incentive or obstacle?
- 2009 Labour Market Introduction Act: policies (MIPEX 100 per cent) should have better impact on newcomers over time.
- 2009 Discrimination Act: strong laws and policies easier to use for victims.
- Schools best prepared for diverse classroom in Sweden, alongside Canada.
- More countries adopt dual nationality, like Sweden, but also citizenship at birth for second/third generation.

²¹⁴ See: <http://www.mipex.eu/methodology>

²¹⁵ See: <http://www.mipex.eu/countries>

- Immigrant consultative bodies, strong in Nordics, absent in Sweden.

b) Belgium (67 scores)

- Belgium encourages labour market mobility less than other established immigration countries.
- Non-EU residents excluded from large number of jobs.
- Discrimination protections and equality policies across Belgium continue to improve.
- Clearer and more secure status for long-term residents.
- Naturalisation, promoting integration since 2000, now being undermined by inefficient Parliamentary Committee.
- Dutch and French-speaking committees better see and target migrant children needs than most, but still problems related to social class and lack of school diversity.
- Family reunion procedures provide largely favourable starting point for integration, despite some weaknesses and problems with implementation throughout.
- New requirements to fight slumlords and precarious living should not undermine family reunion.
- Political opportunities still limited.

c) Germany (57 scores)

- Average education policies: more ad hoc funding/projects than entitlements in different states.
- Most professional 'citizenship test', but language levels may be too high to pass.
- Discrimination law undermined by weak equality bodies/commitments, most countries give better help to potential victims.
- Clear path to citizenship like major countries of immigration.
- Some of best targeted measures for labour market integration, except in recognising qualifications.
- German tests abroad for spouses may facilitate or discourage integration in Germany.
- Secure residence and equal rights for families, as in Northern Europe.
- Most restrictive conditions for long-term residence in Europe or North America.
- Foreigners have some political opportunities at local/regional level, but not in elections or national politics.

d) Austria (42 scores)

- Greatest new commitment to targeted labour market measures: from absent to average.
- Some of the most restrictive eligibility and conditions for family reunion: now age limits, soon tests abroad.
- Migrant education policies weak in Europe, Austria.
- Few opportunities in democratic life, unlike other established immigration countries.
- Becoming long-term resident best promotes integration in Austria, now also for international students.
- Naturalisation one of the riskiest and most expensive gambles in EU.
- Austria falling behind citizenship trends in other immigration countries: dual nationality, *jus soli*.
- All residents enjoy weaker discrimination protections than in most countries because of weak fields, equality policies.

e) Poland (42 scores)

- Draft Equal Treatment Act needed to comply with EU law: Poland one of last needing basic protections.
- Only country without an equality body to help discrimination victims.
- Path to Polish citizenship long and insecure: entirely depends on the President.
- 2009 Citizenship Bill, if approved, would bring Poland closer to European average.
- Better labour market access? Some temporary migrants can now open businesses, but many sectors still closed.
- Family reunion and long-term residence: Poland at European average.
- Immigrants lack key civil rights, as in 9 Central European countries.
- Migrant children can now study until age 18: education still poorly addressing their needs, despite 2006 Ordinance on Polish and immigrant languages.

MIPEX-Scores in 2010

Country	Sweden	Belgium	Germany	Austria	Poland
Criteria					
Long Term Residence	78	79	50	58	65
Family Reunion	84	68	60	41	67
Labour Market Mobility	100	53	77	56	48
Access to Nationality	79	69	59	22	35
Anti-Discrimination	88	79	48	40	36
Political Participation	75	59	64	33	13
Education	77	66	43	44	29
Overall Score (without Education)	83	67	57	42	42

3.3 Conclusions

According to the analysis it can be seen that there is an equal handling in some areas. However, many differences and related problems have been worked out, too.

There is no standardized law for all member states of the European Union concerning the handling of refugee children. For facilitating the integration process, it is necessary to create uniform frame conditions. The example of Sweden shows that a standardized system within a country may grant a less complicated and faster procedure. Due to Germany's federal system it is much more complicated here. The following approaches to solution are discussed:

- Standardized asylum procedure for refugees within the EU
 - E. g. no differences between temporary and unlimited residence
- a legal guardian assisting minors in the asylum procedure until reaching majority
 - Due to traumatic experiences and language problems the assistance is required for a longer time
- A standardized monthly standard rate at the level of social contributions in all EU countries
 - So far different contributions in the various countries
- The core of the family must be preserved (at least until majority)
 - The separation of family members must be avoided (e. g. child and parents)
- Minimum residence until end of school/education
 - Otherwise worse chances for training
- Standardized integration classes
- Multilingual schools in every federal state
 - Easier integration

These items are only meant to be food for thought. The creation of a standardized framework is, of course, not realizable immediately and requires a lot of time and preparation. Anyhow, a reformation and simplification is urgently required. The sources for this text are a personal contact to the Swedish Migrationsverket and a text of the German “Bundesamt für Migration und Flüchtlinge” about unattended minor migrants in Germany of the year 2009.

4 NGO's and their support for immigrants

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In all above mentioned countries there are many organizations working directly or indirectly with immigrants or asylum seekers thus trying to help them in integration in societies. It should be emphasized that all governments support many NGO's with public funds, essential for the survival of many small or medium size organizations whose daily work is fundamental for many immigrants in their seek for a better life and integration in their new country called Austria. Yet the level of public support differs in all five countries. Sweden with the highest level of support is probably the best example and a model state for other participating countries.

Most of NGO's in Sweden, Germany, Austria, Belgium and Poland offer many different services and activities. In general their main tasks are as follows:

- Counselling in many topics, such as legal assistance, regional assistance, in custody pending deportation issues and special service for return.
- Health issues for migrants play an important role. Caritas offers for instance first aid and primary health care at the Marienambulanz in Graz (Austria).
- Different types of accommodations are offered for migrants. There are for instance the Welcome UMF-Quartier for unaccompanied underage asylum-seekers, refugee homes or women houses (Austria).
- Occupation assistance for long term unoccupied migrants should help them to find another job. The Swedish experience seems to be the biggest as far as professional education is concerned.
- Integration activities such as Studycafe, German classes, Swedish classes, sport classes, talks, etc. are performed as well.

As far as help for immigrants is concerned, one of the most important issues is related to financing of NGO's tasks. Most of NGO's actions related to support for immigrants are financed thanks to:

- Donations and collections;
- Compensation for rendered performance such as schools, labour market support;
- Subsidies by public sector entity;
- Performance of voluntary workers.

One of the most important as well as influential initiatives at the European level is the European Programme for Integration and Migration (EPIM), initiated by eleven foundations from different European countries, amongst others, the King Baudouin Foundation (Belgium). It aims to strengthen the role played by NGOs active on migration and integration issues in advocating for a European agenda that benefits migrants and host communities. Other important member organizations are, for

example, Freudenberg Stiftung (Germany), Foundation Bernheim (Belgium) and Robert Bosch Stiftung (Germany).

The second phase of the programme was launched at the beginning of 2008 and runs until 2011. The main objective of EPIM in this second phase is to improve the lives of regular and undocumented migrants through a three year grants programme. Funded organisations and projects strive to impact on constructive migration and integration policies nationally and locally, and inform policy at the European level.

In this framework, twenty projects proposed by European and national Civil Society Organisations have been selected for a total amount of more than 2 Mio € for a period of maximum three years.

The grantees focus mainly on EPIM priority areas:

- The access to fundamental rights, services and justice for undocumented migrants;
- The involvement of the migrant's voice in developing and implementing policy;
- The role of media and of the host community in encouraging and supporting integration.
- Projects are implemented primarily at the European level, but in co-ordination with organisations working at national level.
- Projects work primarily at the national level, but they have and will strengthen partnerships and networks with similar groups in other member States or at the European level both for implementation and advocacy.

NGO's can play the main role as far as integration of immigrants is concerned. It has been confirmed by Caritas Europe's third report on poverty in Europe²¹⁶. According to the Working Group findings, NGO's operating in Germany, Austria, Sweden, Poland and Belgium can fulfil most of Caritas Europe's recommendations. They can:

- Ensure ratification and application of international and national laws and legal instruments that strengthen the rights of immigrants;
- Open channels for legal labour immigration;
- Implement policies for social inclusion of immigrants, including targeted measures where necessary;
- Strengthen education policies as a powerful tool for poverty reduction;
- Remove barriers to the full development of the potential of immigrants;
- Encourage and support the participation of immigrants in public life;
- Counter the demonization of immigration by promoting the advantages of an open immigration policy;

²¹⁶ NGO: *Migration is a major poverty risk in Europe*, <http://www.euractiv.com/en/socialeurope/ngo-migration-major-poverty-risk-europe/article-156240> (28.06.2011).

- Promote Europe wide research on discrimination against immigrants in employment, housing, health-care, education and participation in public life.

Summary: Firstly, the Working Group highly recommends giving more public funds to NGO's which seem to be more efficient than many state run institutions especially thanks to lower administrative costs and more flexible plans of actions. Besides, many volunteers working for NGO's are at the same time members of local communities. Thanks to that they know daily problems of immigrants and can take action immediately. Secondly, NGO's could successfully fulfil recommendations mentioned in Caritas Europe's third report on poverty in Europe. Many of them are quite influential and can determine policies of governments in all five countries represented in the project. Thirdly, the working group encourages NGO's from Sweden, Poland and Austria to participate in the European Programme for Integration and Migration. The Programme seems to be one of the best tools at the European level which also enables all participating entities to share experience related to all legal as well as social aspects of immigration.