# INTEGRATION POLICY TOWARDS IMMIGRANTS: CURRENT EXPERIENCE

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**Abstract.** *In the contemporary world the intensity of the immigration movements is constantly increasing. Countries which experience great immigrant flows are facing numerous problems which should be solved. The article studies the current immigration flows in EU countries, the United States of America and Canada and presents three main models of integration policy towards immigrants – political assimilation, functional integration and multicultural model. Separate models are distinguished for the Muslims' integration. The author examines the peculiarities of every model and examines the conclusions provided by the Migrant Integration Policy Index (MIPEX) concerning the situation of the immigrants' integration in 31 countries in 2011. Among all the policy indicators the first that are defined are as follows: political participation, education, labour market mobility and anti-discrimination. The situation with immigrants' integration in Ukraine is also studied as it is gaining a great attention of the authorities and the public. The measures and practical steps done regarding this situation in Ukraine in recent years are analyzed using the information offered by the State Migration Service of Ukraine.*

## 1.   THE GENERAL OVERVIEW OF CURRENT IMMIGRATION FLOWS

The immigration phenomenon is becoming a characteristic feature of social and political history and current development of many countries. Geopolitical changes and demographic movements which took place at the end of the XXth century are reflected in the immigration flows. The immigration processes are among the most active debates and sharp discussions in the academic circles, in press, in the current scientific researches etc., taking into account their influence on many spheres of people's life. The intensity of migration flows in the contemporary globalized world of erased borders requires the working out of the balanced and correct immigration policy of the governments in order to coordinate migration movements and level of life of new-coming immigrants in the host societies. The scope and peculiarities of immigration experienced a significant modification and it became an essential part of global processes. Many researchers define immigration as a threat calling it a problem of the new century (Inozemtsev, 2003). Due to the United Nations Organization data, the total quantity of international migrants within developed industrial countries is 91 million individuals (Averin, 2006, p. 3).

Traditionally the United States of America, Canada, Australia and New Zealand are the countries which are considered to be the countries of immigrants. Thus, participating in the process of state and nation formation, immigrants have always been a significant factor in the social and political life of the above mentioned countries. And this fact has always been taken into consideration when developing the immigration policy at the federal and local levels both in the USA and Canada.

The European Union is also experiencing great immigrant flows. Joining EU opens borders and the flow of immigrants is increasing very much. Immigration is one of the challenges facing the EU. And though the immigration policy remains a prerogative of the national governments, EU is making attempts to develop some common approaches and measures for the harmonization of national immigration laws and making real solutions to pressing problems related to the global phenomenon of immigration. Currently in EU there are 32.5 million people which are non-nationals – according to the data published by *Europe Statistic Service (Eurostat)*. 6.5 % of the total EU population are foreigners and 9.4% are born abroad (this and further data is provided by Eurostat reports) (Vasileva, 2011, p. 2).

Upon recent data 75 % of immigrants are concentrated in five of the most inhabited countries of the EU: Germany (7 million immigrants), Spain (5.7 million), Great Britain (4.3 million), France (3.8 million) and Italy (9.2 million).

The biggest number of internal immigrants is from Romania (1.7 million), Italy (1.3 million) and Poland (1.2 million). The biggest number of immigrants non-native to the EU is from Turkey (2.4 million), then Morocco (1.7 million) and Albania (1 million). It is typical that in the new member countries of EU the rate of emigration is higher than the immigration one.

National representation of immigrants in different countries and regions of EU varies. In ten countries the group of immigrants who have the general ethnic identity is more than 30 %. Concerning this indicator the first place goes to Greece (here 64 % of immigrants are Albanians), Slovenia (47 % of immigrants are from Bosnia and Herzegovina), Hungary (37 % – Romanians), Luxemburg (37 % – Portuguese). A particular place goes to Latvia, where 90% of immigrants are treated as non-citizens.

Certainly, immigrants have a great contribution to the development of the country. Here, first of all it is appropriate to refer to experience of the USA and Canada. But also we should remember that the growth of immigration flows also causes the formation of large ethnic groups which may exist as detached societies. This process is followed by the complex of social and political, ethno-cultural problems, ethno-religious fragmentation of the host society, inter-ethnic conflicts, etc.

Sometimes the integration of young immigrants may fail. At the present moment the states are faced with a choice: what methods should be decesive and what principles should be dominant in order to prevent possible threats which immigration may provoke, its influence on identity and originality of a host-society, etc. To some extent both immigration and immigrants' issues have escalated as a result of the establishment and spreading of the multiculturalism concept and due to the most immigrants' increasing awareness of their own impact (Inozemtsev, 2003, p. 33). Among all other methodological principles, it should be mentioned that immigration as a part of the international migration processes has a significant role in the social changes of the modern society, as it also represents a result of the integration processes (Dmitriyev, 2004, p. 5). Great immigration flows in the current world cause a fear in the host society of loosing control of the national borders and traditional sovereignty, a possibility that the race which is homogenous in its ethnicity may be diluted by the mixed marriages, a non-acceptance of foreign way of life, religion, culture, customs, etc. New-coming immigrants may also be treated as a threat to social goods, property of the nationals, etc. Not only immigrants are experiencing difficulties in a new country of residence. A host-society may also feel them (e.g. Muslims and their traditions). Numerous problems may arise. If immigrants are provided with the opportunity to keep their self-determination as a whole, it may strengthen an ethnic discord in the society. If efforts are made to integrate them, it may cause great financial expenses and provoke social dissatisfaction of the native population.

Within diversity of ethnic groups it is necessary to find such model of immigrants' integration in society which could provide a positive co-existence between the host society and immigrants, regardles of their the ethnic origin. Governments try to find out ways how to incorporate new arrived immigrants to the native society and how and to which extent to suggest to them opportunities in the new country of residence, granting equal rights and responsibilities for all residents.

The attention towards immigrants' integration is increasing. According to the UN (2005), 24 countries among the 28 studied (except Japan, Malta, Iceland, and San-Marino) took integration measures towards immigrants.

## 2.    MODELS OF THE INTEGRATION POLICY

,,The better targeted immigration policies are, the more successful integration will be. This in turn will help to reduce the risk of political backlash against immigrants", – declared OECD Secretary-General Angel Gurria. He also states that a much greater emphasis is needed on helping

recent immigrants to learn the host-countries language and to become familiar with the workplace practices.

According to numerous researches three main ***models of the integration policy*** can be distinguished: political assimilation, functional integration and multicultural integration:

1) Countries with a model of *political assimilation* provide immigrants with favorable conditions for citizenship in short terms if the identity of new citizens is defined by the national order, not by ethno-cultural or religious bases. Formally, when using the political assimilation model the state does not recognize the need of the ethnic minorities and does not take them into consideration in the practical policy. In the countries with such model of integration ethnic, cultural and religious issues belong to the immigrants private life. Such an approach has been specific to France for a long period turned out to be ineffective when taking into consideration the last events in the French society.

2) A model of *functional integration* or *social citizenship* foresees a full incorporation of immigrants only to the employment sphere and social security. Possibilities for their political participation and awarding citizenship are limited. Such a policy is conducted mostly in the countries where the basis of nation formation is concentrated in the idea of common origin of population (e.g. Germany, Italy, Greece).

3) In countries with a *multicultural model* different ethnic and race groups are recognized, the policy is directed to the ensuring equal rights to all ethnic minorities while the immigrants are keeping and preserving their own native culture and traditions. Relations between different ethnic/race groups should be regulated. The model is based on the antidiscrimination laws and the policy of equal possibilities and is characterized with granting political and civic rights to immigrants in a rather short time.

For the first time a multicultural model was introduced and established in Canada. Sometimes the researchers distinguish the Canadian immigration model among all others as a model that has improved its reliability and high effectiveness, and has also become an important instrument for the social and economic development of the country (Timashova, 2008).

Next, countries which used this model in their immigration policy were Australia and partially the United Stated of America. Why only partialy in the U.S.? The answer can be found in the peculiarities of the US immigration policy and ethnic policy (rather the absence of the official ethnic policy). When it comes to multiculturalism in the U.S.A., its main idea is concentrated in originality (authenticity), that is interpreted as a commitment to the own racial or religious subculture, and its political credo is „multicultural democracy" (Chervonnaya, 1997, p. 13).

Later a model of multiculturalism (also known as the communitarian model) was brought to Europe, in particular to Great Britain, Sweden and Holland. But also it should be mentioned and stressed out that after the tragic events of September 11th, 2011 there are more and more appeals to depart from the principles of this model.

Sooth to say none of these models exists in the modern world. But all three models reflect the dominant attitude of the state governments towards immigrants' integration problems and their solution. That is because, to a great extent, the national specific of the integration policy depends on the attitude to the immigrants and ethnic minorities. Nowadays developed countries, taking into account some failures of the immigration policy in the past, new threats which they faced at the beginning of the XXI century as well as a positive experience, are looking through the models of integration policy towards immigrants. One of the reasons that may be defined is the ambition for consolidation of the host-society. The development of the immigration policy and balanced integration policy towards immigrants are aimed to help immigrants to form their relationships in the host society.

Some researchers distinguish separate models of *Muslims' integration*. They are the following (Zin'ko, 2008):

1)    a model of *coming labour forces* that intensified between 1950 – 1960, when economic growth and lack of work force caused a significant demand for foreign immigrants. As immigrants took menial jobs their integration was treated as part-time, not permanent. There was no special programs of social integration of Muslim immigrants which might be intended to improve relations between Muslim immigrants and the host-society (the example of such model is Germany after WWII).

2)    a model of *minorities* was based on the idea that immigration would have a permanent character. That is why the policy should be conducted considering religious and ethno-cultural factors. In the countries that uses such a model immigrants become a part of the society; ethnic societies are considered a necessary precondition of integration; the government ensures minorities' rights (e.g. Great Britain and Netherlands). But such social and economic integration turned out to be not very effective and caused ethnic conflicts and even acts of terrorism.

3)    an *assimilation* model that examines immigrants as persons which have signed a social treaty with the state. Their stay in the country is acceptable as long as they comply with the laws and regulations of the host society and subject to the dominant culture (this model is implemented in France).

None of these classical models of Muslim immigrants' integration turned out to be effective due to the social and ethnic problems appearing in the countries with Muslim immigrants from time to time. EU countries are working out new instruments with a more effective integration process.

The most complete presentation of integration policies peculiarities is provided by the *Migrant Integration Policy Index (MIPEX)* that reflects approaches to the immigrants' integration process in 31 countries across Europe and North America. MIPEX provides thorough transparent information on immigrants' integration and compares integration policies of the mentioned countries, generaly taking into consideration 148 policy indicators. The Migrant Integration Policy Index is intended to help policy-makers in taking decisions on how to integrate legal immigrants into society in the best possible way. The study is conducted by the British Council and the Migration Policy Group with support from around forty national organizations. There are project partners in every studied country.

The first study on integration policies was conducted in 2004 as the European Civic Citizenship and Inclusion Index. It included data of 15 EU states and received a positive evaluation from governments, NGOs, press and European Institutions such as the European Commission and the European Parliament. It was launched in Brussels, Madrid and London. The second edition of the MIPEX was conducted in 2007 and the number of states included in the study was increased to 28.

On the 28th of February, 2011 a new study was published. It covers more states and more policies – 31 states (all 27 European Union member states along with Norway, Switzerland, Canada and the USA). New indicators of the integration policy were added. The MIPEX of 2011 demonstrated great disparities which exist in the countries of Europe and North America concerning their integration policies towards the millions of immigrants who are legally living in the region.

The results of the study proved that, while change is gradually happening, there are still many obstacles to how immigrants integrate into societies. The value of Migrant Integration Policy Index is reflected in its ability to show all the peculiarities of the integration policies of every examined county to the general public, to increase the public awareness of the immigrants' problem and to stimulate the further development and improvment of those provisions which need more attention. The MIPEX promotes equality to all pesons notwithstanding their origin and ethnic ground.

The major findings in the new study of 2011 include (Huddlestone et al., 2011):

- *Political Participation / Citizenship* (Huddlestone et al., 2011, pp. 18-20). – Gaining citizenship is an evidence of the full range of immigrants' integration to the new society. Generally immigrants are still discouraged from becoming politically active or gaining full citizenship. But

while reforming and improving integration policies, countries tend to open voting rights, dual nationality and birthright citizenship (e.g. Portugal, Greece, and Luxembourg; dual citizenship is allowed in Great Britain, Ireland, France, Spain, Canada). In some European countries with a strict immigration order citizenship means the end of the integration process and a kind of award for it. In the countries where immigration law is more liberal, in particular Canada, citizenship is regarded as a middle stage of the integration process, as an encouragement of the integration efforts. Most of al the citizenship is received by the immigrants in the form of *naturalization*. Northern European countries, Finland, Belgium, Luxemburg also gave amendments to the constitutions providing a right to vote for immigrants with a permanent residency. But this right is limited – it is valid only at the regional level. The percentage of immigrant participation in the elections varies, e.g. 12-17 % in Denmark, 25% in Norway, 30-40 % in Sweden.

- *Education* (Huddlestone et al., 2011, p. 16-18). – Unfortunately policies generally fail to address to the needs of a new generation of diverse students. However there are several countries which are leading in this area (including the Nordic countries and Canada). Also schools in the United Kingdom are created to be some of the best prepared for immigrant pupils with a strong commitment to intercultural education.

- *Labour Market Mobility* (Huddlestone et al., 2011, pp. 12-14). – Most countries guarantee equal and secure rights to work for reunited families and long-term residents. However, they are asked to fulfill more requirements that many nationals could not (income, age limits, tests without support to pass etc.). Nearly all countries guarantee legal immigrants *equal working conditions and access to unions* when they begin to work. But nearly half of them exclude immigrant workers who pay full taxes from parts of the social security system.

- *Anti-discrimination* (Huddlestone et al., 2011, pp. 24-26). – A high percentage of EU population considers that discrimination on the ethnic base exists in their country. Many people also believe that even with an equal level of qualification the representatives of ethnic minorities have less opportunity to get a job. Among the European countries the *antidiscrimination law* exists only in Ireland, Netherlands, Sweden, Great Britain and Belgium where it has been accepted until the European directives of 2000 (two antidiscrimination Council Directives were adopted in 2000). A specific example is the program of positive actions that is realized mostly in the USA. It provides benefits to the ethnic and race representatives for employment or entering the universities. Now anti-discrimination laws are being strengthened in many countries. One of the strongest anti-discrimination is in the UK. However, very few countries have strong policies and bodies to promote equality in society.

An important aspect regarding the improvment of immigrants' legal status is *amnesty*. The amnesty is aimed to legalize illegal immigrants which have already partly integrated in the new society. In the USA, France and in the countries of the Southern Europe amnesties were quite regular. At the beginning of the XXIst century amnesties are also conducted in Belgium and even in Switzerland with its traditional strict immigration laws.

### 3. IMMIGRANTS' INTEGRATION IN UKRAINE

In Ukraine the issue of immigrants' integration is also of great significance. And has started to arise more awareness from the Ukrainian society and more attention from the Ukrainian government. Taking into consideration an increasing number of immigrants and the representation of numerous ethnic minorities in Ukraine, the geographical position of the country and the Ukrainian government's plans to put the Ukrainian law in correspondence with EU standards, it is understandable that the immigrants' integration policy needs proper attention, discussion and conducting some practical steps. This issue is examined both in the political and scientific circles. At the Chernivtsi National University this issue is also widely studied by the academia represented by Yurii Makar, Taras Lupul, Vira Burdiak.

In Ukraine the programs of integration as strategic tasks have been worked out and examined since 2004. Now it is a very good and correct moment to discuss immigrants' integration problems taking into consideration a law/institutional reform in Ukraine. It gives more possibilities to solve existing problems of immigrants' integration.

In Ukraine the immigrants' integration issue is among the topics on the agenda of *the State Migration Service of Ukraine*. It was established and began its work in December 2010. But as Viktor Sheibut, the deputy head of the State Migration Service of Ukraine, stated the problems facing the Service are not new at all. The international society is considered by the Service as a partner and support taking into consideration the European countries' experience in the field (*Round Table. Migrant Integration in Ukraine*, 2011). The Agency of International Labour Organization in Ukraine also deals with the problems of immigrants' integration within some programs.

The most important step in this area was made in June 15, 2011 when „The Plan of Measures Concerning Migrants' Integration into Ukrainian Society of 2011-2015" was enacted (The Plan of Measures Concerning Migrants' Integration into Ukrainian Society of 2011-2015, 2011). This document aimed to work out procedures of adapting immigrants in the Ukrainian society. It states

measures of immigrants' integration into Ukrainian society which have to be taken. Among them we distinguish the following:

- to reconcile foreign diplomas and certificates on education in Ukraine, to work out a mechanism of evaluation of immigrants' professional skills and qualification, refugees in particular (clause 1.1);
- to standardize programs of learning the Ukrainian language, history, culture, state system of Ukraine etc. (clause 2);
- to provide classes for learning of Ukrainian language, history, culture, social security system and health protection for immigrants and additional classes for graduate immigrant children to prepare them for entering institutions of higher education (clause 3);
- to work out educational programs in order to adapt immigrant and refugee children to the educational process (clause 4).

The Office for Democratic Institutions and Human Rights (Organization for Security and Co-operation in Europe) has a concept named ,,Integration of Migrants in Ukraine". It is an analytical document that evaluates the assessment and needs of immigrants' integration in Ukraine. Ukraine does not intend to restrict immigration but it is going to manage it in the proper way.

For sure in Ukraine there is a lack of technical support for immigrants' integration programs. But to some extent technical support programs, even with the help of the EU, can not solve a problem until effective mechanism for such programmes implementation is worked out properly by Ukrainian government.

The presidency of Ukraine in the Committee of Ministers at the European Council offers it a unique possibility to develop immigrants' integration process. On June 13th, 2011 a round table was held in Kyiv, Ukraine dedicated to the immigrants' integration in Ukraine. At the opening ceremony of the event the speakers from the Organization for Security and Co-operation in Europe took the floor – Mr. Rene Bebeau, the senior projects officer, OSCE projects coordinator in Ukraine, Ms. Nathalie Tagweker, the deputy head of Democratization Department OSCE/The Office for Democratic Institutions and Human Rights and Mr. Viktor Sheibut, the deputy head of the State Migration Service of Ukraine. The participants of the meeting delivered reports concerning the practical steps which had been already taken in Ukraine and suggested a plan for further actions having reached a conclusion that the immigration issue is of a great significance to Ukraine. The round table was organized in two main sessions:

1.1. The document of the Office for Democratic Institutions and Human Rights ,,Integration of Migrants in Ukraine: the Evaluation of the Situation and Needs";

1.2. Current challenges to the migrants' integration in Ukraine: overview and necessity of the political intervention;

2. The ways of improvement of the migrants' integration in Ukraine: the role of state institutions, NGOs and international organizations.

The stability of the Ukrainian nation among other factors depends on the possibility to avoid contradictions in national and cultural relations. Taking this into account it's important to consider the necessity of the correct integration policy towards people of other ethnic origins. Ukraine has already made important steps towards enacting wide, thorough and detailed law in the field of immigration. But now it is important not to pause this procedure, but definitely move forward. In order to improve the integration of immigrants in the Ukrainian society and to make a progress concerning this issue it is necessary to fulfill „The Plan of Measures Concerning Migrants' Integration into Ukrainian Society of 2011-2015" as well as corresponding commitments to Organization for Security and Co-operation in Europe. It is also important to strengthen collaboration between organizations involved in the issue of immigrants' integration and to expand this network. The cooperation with the civic society and international organizations is also of a great significance. Immigrants' integration programs should be aimed to the need of different categories of immigrants, first of all to those which may be affected. They should be comprehensive, stable and long-term. A separate attention should be paid to the immigrants' status regulation and to providing immigrants with dwelling, medical protection, educational service, etc. And another issue that can not be overestimated and should be stated and done – not to forget about the necessity of raising awareness and spreading tolerance in Ukrainian society towards new-coming residents. The integration is a dynamic bilateral/two-way process of mutual accommodation.

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