



**INTEGRATION  
POLICIES:  
WHO  
BENEFITS?**

**MIGRANT  
INTEGRATION  
POLICY INDEX  
2015**



# MIGRANT INTEGRATION POLICY INDEX 2015

Thomas Huddleston with Özge Bilgili, Anne-Linde Joki and Zvezda Vankova

With the vision of Jan Niessen, the scientific review of Anna Bardolet, Francesc Fàbregues, J. David Ingleby and Elena Sánchez-Montijano and the support of Karina Shklyan

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MIGRATION POLICY GROUP



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[WWW.MIPEX.EU](http://WWW.MIPEX.EU)

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# INTRODUCTION

## WHAT IS THE “INTEGRATION POLICIES: WHO BENEFITS?” PROJECT?

“Integration Policies: Who Benefits? The development and use of indicators in integration debates” is a project co-funded by the European Fund for the Integration of Third-Country Nationals. The project identifies and measures integration outcomes, integration policies, and other contextual factors that can impact policy effectiveness; describes the real and potential beneficiaries of policies; and collects and analyses high-quality evaluations of integration policy effects.

Three are the main aims of the project:

- 1) LATEST POLICY COMPARISONS (MIPEX 2015): What are the trends and differences in integration policies in eight areas across Europe and the developed world?
- 2) MONITORING STATISTICS: Which integration outcomes can and do different integration policies affect? Which immigrants can and do benefit from these policies?
- 3) ROBUST EVALUATIONS: Which countries have robust evaluations of their policies’ effects on integration? Which policies are found to be most effective for improving integration outcomes?

### 1. LATEST POLICY COMPARISONS (MIPEX2015)

#### What is the Migrant Integration Policy Index?

Migrant Integration Policy Index is a unique tool which measures policies to integrate migrants. 167 policy indicators have been developed to create a rich, multi-dimensional picture of migrants’ opportunities to participate in society. The index is a useful tool to evaluate and compare what governments are doing to promote the integration of migrants in all the countries analysed.

The new edition (MIPEX2015) includes information on 38 countries: all EU Member States, Australia, Canada, Iceland, Japan, South Korea, New Zealand, Norway, Switzerland, Turkey and the USA. It analyses 8 policies areas of integration: labour market mobility, education of children, political participation, family reunion, access to nationality, health (new policy area), permanent residence and anti-discrimination.

Thanks to the relevance and rigor of its indicators, the MIPEX has been recognised as a common quick reference guide across Europe. Policymakers, NGOs, researchers, and European and international institutions are using its data not only to understand and compare national integration policies, but also to improve standards for equal treatment. MIPEX2015 covers more countries and more policies than the previous edition. Moreover, the project informs and engages key policy actors about how to use indicators to improve integration governance and policy effectiveness. <http://www.mipex.eu/what-is-mipex>

#### Why use MIPEX?

MIPEX promotes transparency by increasing public knowledge and visibility of national policies, changes and international trends. Integration actors can struggle to find up-to-date, comprehensive research data and analysis on which to base policies, proposals for change and projects to achieve equality in their country. Instead they may find anecdotal, out-dated information and piecemeal statistics that are too disconnected from the real impact on people’s lives to assist in formulating improvements.

The MIPEX aims to address this by providing a comprehensive tool which can be used to assess, compare and improve integration policy. The MIPEX includes 38 countries in order to provide a view of integration policies across a broad range of differing environments.

The tool allows you to dig deep into the multiple factors that influence the integration of migrants into society and allows you to use the full MIPEX results to analyse and assess past and future changes in policy.

#### Who produces MIPEX?

MIPEX is a key element of the project “Integration policies: Who benefits? The development and use of indicators in integration debates”, led by the Barcelona Centre for International Affairs (CIDOB), and the Migration Policy Group (MPG). MIPEX2015 rests on the extensive and long-term collaboration of trusted partners, experts and supporters of the project. We thank those who gave their valuable input at the stakeholder and expert consultations on each of the MIPEX issues as well as at the usability seminar.

We are extremely grateful to our network of partners for their energy and commitment to the MIPEX. Finally, we extend our full and heartfelt appreciation to the networks of experts, peer reviewers, and country profile contributors, who shared their detailed knowledge to produce the comparative data on which the MIPEX depends.

The research is designed, coordinated and undertaken by the Migration Policy Group in cooperation with the research partners. The publication, including the results and country profiles, were written by the Migration Policy Group. The national partners, in coordination with the Barcelona Centre for International Affairs (CIDOB), held a series of events in 2015 to launch debates across Europe, North America, Oceania and Asia. For the full and interactive results please go to: [www.mipex.eu](http://www.mipex.eu).

The project “Integration policies: Who benefits?” is co-funded by the European Fund for the Integration of Third-Country Nationals. The research for the health strand was co-funded by the International Organization for Migration (IOM), and the DG SANTE (Directorate-General for Health and Food Safety) and CHAFAEA (Consumers, Health, Agriculture and Food Executive Agency) of the European Commission. For the other countries, funding was obtained on a case by

case basis. <http://www.mipex.eu/who-produces-mipex>

### What are the highest standards used by MIPEX?

For each of the 8 policy areas MIPEX identifies the highest European and international standards aimed at achieving equal rights, responsibilities and opportunities for all residents. The highest standards are drawn from Council of Europe Conventions, European Union Directives and international conventions (for more information see: <http://mipex.eu/methodology>). Where there are only minimum standards, European-wide policy recommendations are used.

### How does MIPEX decide the scores?

There are 167 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 8 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 8 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 8 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.

### The MIPEX research process

The scientific partners for each strand reviewed the previous MIPEX III indicators to guarantee that they were clearly worded, policy-relevant, and sustainable for future updating. With the final review of the indicators among the scientific partners, MPG approved the final list of 167 indicators. The indicators were completed by the national experts and anonymously double-checked by peer reviewers. The new health strand was completed by a separate set of migrant health policy experts and only for 2014. MPG's central research staff checked both the experts' and peer reviewers' responses to guarantee that they properly understood the questions and answered them in a consistent manner as in other countries.

In each country there were a handful of questions where expert and peer reviewer disagreed. The MPG central research team mediated an anonymous discussion between the two in order to obtain the correct response based on

publically-available data and legal texts.

The finalised data for the 38 countries was inputted and analysed centrally by the CIDOB and MPG team. The CIDOB and MPG team were able to write up national country profiles. They focused on recent policy changes and investigated the justifications and potential impact of these changes. The results were also written up for each of the eight policy strands as well as for the overall score.

## 2. MONITORING STATISTICS

The project also identifies and measures integration outcomes, other contextual factors that can impact policy effectiveness and describes the real and potential beneficiaries of policies. In order to monitor policy outcomes, the research team designed a set of international indicators of immigrant integration. The EU integration indicators were taken as the starting point for this and adapted accordingly in order to determine the key outcome indicators in the 7 policy areas (health is not included), with a focus on the various specific target groups of the policies being measure by MIPEX. In the same way, real and potential beneficiary indicators were designed to quantify the share of immigrants potentially eligible or affected by a given policy for the 7 areas of integration.

A discussion meeting was organised with EU-level stakeholders to discuss the use of integration indicators in policy debates and solicit their views on the MIPEX Outcome and Beneficiary indicators for their work. The indicators were calculated using harmonised microdata sets allowing for cross-country comparisons across all 7 strands.

## 3. ROBUST EVALUATIONS

Finally, the project collects and analyses high-quality evaluations of integration policy effects. The evaluation research consists of an extensive and systematic literature review on integration policy effectiveness research regarding different policy areas in the EU as well as some other major immigration countries such as the United States, Canada and Australia. In cooperation with evaluation experts in each country, we accessed impact evaluations that applied high quality quantitative research methods.

We developed a database giving a thorough summary of the studies with a focus on labour market mobility as this turned out to be the policy dimension that received the most attention in the literature. Based on this database, we analysed which active labour market policies and programs benefit migrants the most under what conditions and concluded with recommendations for future research.

# INTERNATIONAL KEY FINDINGS

Ranking 2014	Country name		Overall score 2014	Change * since 2010
1	Sweden	SE	78	/ 0
2	Portugal	PT	75	+ 1
3	New Zealand	NZ	70	/ 0
4	Finland	FI	69	+ 2
4	Norway	NO	69	- 1
6	Canada	CA	68	- 1
7	Belgium	BE	67	+ 2
8	Australia	AU	66	/ 0
9	USA	US	63	+ 1
10	Germany	DE	61	+ 3
11	Netherlands	NL	60	- 8
11	Spain	ES	60	/ 0
13	Denmark	DK	59	+ 10
13	Italy	IT	59	+ 1
15	Luxembourg	LU	57	+ 2
15	United Kingdom	UK	57	- 6
17	France	FR	54	+ 1
18	South Korea	KR	53	- 1
19	Ireland	IE	52	+ 1
20	Austria	AT	50	+ 3
21	Switzerland	CH	49	+ 1
22	Estonia	EE	46	+ 1
23	Czech Republic	CZ	45	+ 3
23	Iceland	IS	45	/
23	Hungary	HU	45	+ 1
23	Romania	RO	45	+ 1
27	Greece	GR	44	- 2
27	Japan	JP	44	+ 1
27	Slovenia	SI	44	/ 0
30	Croatia	HR	43	/
31	Bulgaria	BG	42	+ 3
32	Poland	PL	41	+ 5
33	Malta	MT	40	+ 2
34	Lithuania	LT	37	+ 1
34	Slovakia	SK	37	/ 0
36	Cyprus	CY	35	/ 0
37	Latvia	LV	31	+ 2
38	Turkey	TU	25	+ 1



\* Without health

# CONTEXT

## CAN INTEGRATION POLICIES RESPOND TO THE NEEDS?

!\_\_\_ Within the EU, nearly 20 million residents (or 4%) are non-EU citizens. The number of non-EU newcomers was relatively stable from 2008-2013, due to fewer labour migrants and more recognised beneficiaries of international protection)

!\_\_\_ Since 2008 and crisis/austerity, non-EU citizens' employment rates (aged 20-64) dropped 6 points on average in the EU to 56.5% in 2014, while their risk of poverty or social exclusion increased 4 points to 49%, twice the level for EU citizens

!\_\_\_ The low-educated make up 37% of working-age non-EU immigrants in EU (aged 18-64); a growing share are university-educated (around 1/4), compared to 45% of immigrants in traditional countries

!\_\_\_ Immigration should be a top item on the EU agenda, according to an increasing number of EU residents (24% in autumn 2014, up +16% since 2012, esp. BG, DK, DE, IT, MT, SE, UK), ranked just after the economy (33%), unemployment (29%) and public financing (25%)

!\_\_\_ This agenda comes at a time of major government changes and close elections in several major destinations (e.g. between 2010-2014 in AU, BE, FR, GR, IT, PT, ES, UK, Nordics)

!\_\_\_ Far-right parties have never done better in recent European history, threatened mainstream parties and even entered into government/kingmaker positions (unthinkable in 2000 with EU boycott threat of AT over FPÖ); e.g. 2014 European Parliament elections saw vote shares of ≈25% in DK, FR, UK, 20% in AT, 15% in FI, HU, LV, LT and NL and 10% in GR and SE

!\_\_\_ Public opinion on immigration is divergent across the EU and generally uninformed. In 2012, 2/3 thought that immigrants should have equal rights, from 30-40% in CY, HU, LV to 80-90% in Nordics, NL, PT and ES. In 2014, non-EU immigration evoke 'negative feelings' in 57% EU residents, especially in Baltic, Central and Southeast Europe.

!\_\_\_ While the public is grossly over-estimates the number of immigrants and correcting this improves their attitudes, few think that their public immigration debates are based on facts

# KEY FINDINGS

## POLICY INDICATORS

Integration policies in the 38 MIPEX policies are, on average, ambivalent about equal rights and opportunities for immigrants. Scoring 52/100, integration policies in these developed democracies create slightly more obstacles than obstacles for immigrants to fully participate in economic, social and democratic life.

Immigrants generally face greater obstacles in emerging destination countries with small numbers of immigrants and high levels of anti-immigrant sentiment (the Baltics, JP, Central and Southeast Europe; EU13 average is 41/100). Immigrants usually benefit from more equal rights and opportunities in wealthier, older and larger countries of immigration, for example in Western Europe (EU15 average is 60/100) and traditional countries of immigration (67/100 on average for AU, CA, NZ, US). But political will may matter more than a country's tradition of immigration, since more inclusive integration policies may both encourage more

immigrants to settle permanently and the public to trust immigrants more. For example, integration policies differ significantly between DE and AT/CH, DK and SE, BE and FR, PT and ES, JP and KR or between EE, LV and LT.

The greatest areas of strength\_\_\_ are that migrant workers, reunited families and permanent residents enjoy basic security, rights and protection from discrimination. Within Europe, national policies are more strong and similar in these areas covered by EU law.

The greatest obstacles\_\_\_ are for foreign citizens to become citizens or politically active and for mainstream services to guarantee equal access and opportunities for immigrants (targeted employment, education and health support). In Europe, policies are generally weaker and divergent in these areas of national policy.

# CHANGES

## POLICY INDICATORS

!\_\_\_ Integration policies continue to improve little-by-little, sometimes with great effects on specific aspects of people's lives

!\_\_\_ +1 point on average on the MIPEX 100-point-scale from 2010-2014 (similar to +1 point trend from 2007-2010)

!\_\_\_ 13 countries made these +1 average improvements by reinforcing current programmes (PT, US), improving procedures (FR, IE, JP, CH, TU) or implementing EU law (HU, IT, LT, RO)

!\_\_\_ 10 countries passed more major reforms (DK's several reforms catching up with policies in Nordics, DE and international trends; more targeted support in AT and DE and dual nationality for 2nd generation in DE; CZ and PL adopt EU-required anti-discrimination laws and domestic citizenship reforms; BG implements EU law)

!\_\_\_ 7 countries lost -1 point (or more for GR, NL, UK) due to restrictions and cuts: GR on citizenship and voting rights (-2); NO on national consultative body; AU, CA and KR on family reunion; major drops in only NL (-8) and UK (-6) in nearly all areas with residence restrictions and targeted support cuts)

!\_\_\_ 6 countries receive the same score due to small improvements (SE) or restrictions (NZ, SI, ES) or none at all (CY, SK)

!\_\_\_ Between 2007-2010, major reforms were passed in just a handful of countries (+11 in LU on all areas, +10 in GR on citizenship & voting rights, +5 in AT on targeted employment support, +4 in CZ on anti-discrimination, +3 in LV on access to education and training)

# BENEFICIARIES

## WHO COULD BENEFIT FROM INTEGRATION POLICIES?

The need for ambitious integration policies is clear across European countries, according to the latest comparable data (mostly from 2013). 5-7% of non-EU citizen adults in the EU were not living with their spouse or partner in 2011/2 and thus may be potential sponsors for family reunion. On average, 1/3 of working-age non-EU citizens were not in employment, education or training, especially women and the low-educated. Discrimination was reportedly experienced by 27% of people belonging to ethnic minorities and 13% belonging to religious minorities. While the public often talks about immigrants as newcomers, on average 3/4 of non-EU citizens were settled for 5+ years in most European countries, including Southern and Central Europe. More than half lived there long enough to apply for citizenship across the EU.

## WHO REALLY BENEFITS?

The links between integration policies and outcomes are not always clear. Some countries actively improve their policies to respond to problems on the ground, while others ignore them. Some policies are reaching many eligible immigrants, while others are poorly implemented or limited to small-scale projects and best practices. The MIPEX review of statistics and evaluations (Bilgili 2015) suggest that ambitious policies are helping immigrants and their children in practice to reunite together, get basic training, become permanent residents, voters and citizens and use their rights as victims of discrimination. This can benefit everyone in society.

Researchers using MIPEX around the world find that the countries with inclusive integration policies also tend to be more developed, competitive and happier places for immigrants and everyone to live in. Inclusive policies may also help us trust immigrants and see the benefits of immigration to our society, while restrictive policies harden distrust and xenophobic attitudes among the public. A drop in a country's MIPEX score usually signals a rise in anti-immigrant attitudes and the success of far-right parties. The MIPEX network hopes to continue monitoring whether integration policies become more ambitious and effective, learning from the latest research and improving its indicators. We aim to bring a greater level of maturity and evidence to the often politicised debates about the successes and failures of integration policies around the world.

# BEST CASE

# WORST CASE

## A COMPOSITE OF NATIONAL POLICIES FOUND IN 2014 IN AT LEAST ONE OF THE 38 COUNTRIES

**best**\_\_\_ Almost all non-EU immigrants enjoy a secure status and equal rights to participate in the country's economic, social and democratic life—and should not take this for granted.

**best**\_\_\_ They choose to permanent residents, voters and/or citizens after a few years and their children automatically become citizens, all as a normal part of the integration process.

**best**\_\_\_ Separated families are able to reunite when their sponsor has the basic legal income and housing expected of all families in the country, with clear exemptions and protections for vulnerable families.

**best**\_\_\_ Large numbers of newcomers and their children can and do participate in effective training and support to get the right professional skills, degree or job.

**best**\_\_\_ All residents are or have been learning the language to the best of their abilities through free and flexible courses and materials.

**best**\_\_\_ Nearly all non-EU citizens are guaranteed equal healthcare coverage in law and in practice, accessible information and equal quality care.

**best**\_\_\_ Most people in the country know their rights as potential victims of discrimination and more and more are reporting these incidents, thanks to the strong and well-resourced anti-discrimination laws and equality bodies, policies and NGOs.

**worst**\_\_\_ Immigrants have almost no prospects for long-term integration. Non-EU workers are tied to their jobs, required to leave after a few years and not able to access social security or any general or targeted support.

**worst**\_\_\_ People in the country are uninformed about discrimination and unable to bring forward a case alone, without a dedicated anti-discrimination law, procedure or equality body.

**worst**\_\_\_ Non-EU citizens are discouraged from becoming politically active because all are seen as potential 'threats' and denied even basic political liberties.

**worst**\_\_\_ The education and health system are excluding legally and socially vulnerable groups and are non-responsive to immigrants' specific needs.

**worst**\_\_\_ Hardly any non-EU citizens are allowed to reunite with their family or become long-term residents or citizens, under the country's policies.

**worst**\_\_\_ The only exceptions are made for people with 'high skills', high incomes or special personal or ethnic ties.

**worst**\_\_\_ The few others eligible must prove their 'integration' through discretionary interviews and prove unrealistically high language proficiency, all without enough free course and materials to succeed.

**worst**\_\_\_ Overall, immigration is turning the country into one of the most exclusive democracies in the world, with a growing democratic deficit of adults denied the right to vote and citizenship, even for the 2nd or 3rd generation born and educated there.

# FINAL REMARKS

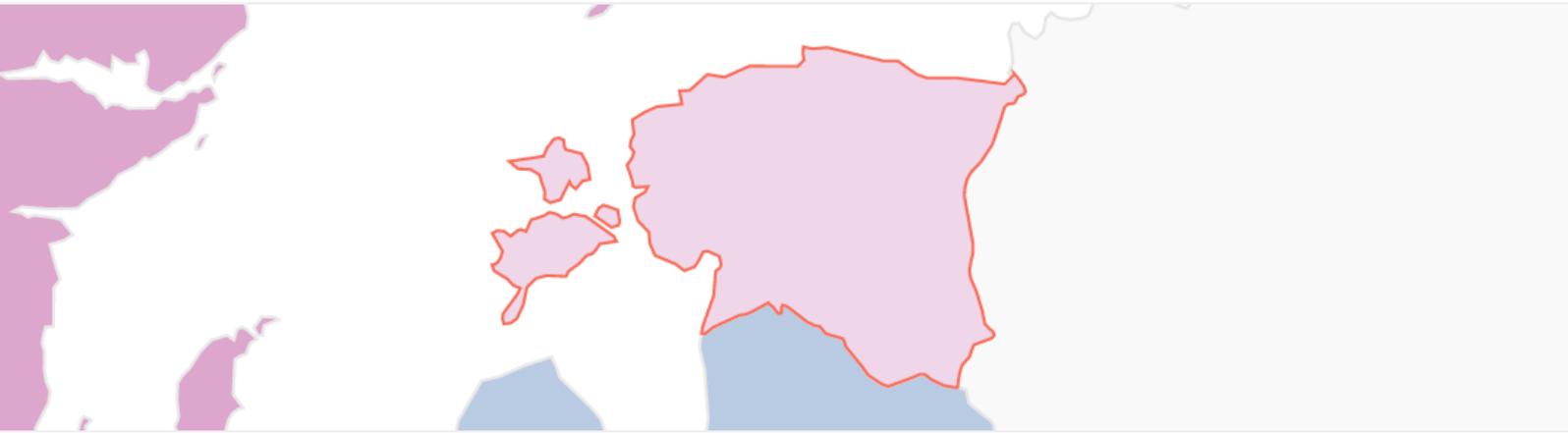
## KEY FINDINGS ON INTEGRATION POLICIES AND THEIR BENEFICIARIES

Most labour market policies focus on helping immigrants to find jobs – and most do after 10+ years, but often lower quality jobs below their qualifications or below the poverty line. Policies tend to provide basic information and access to most types of jobs, self-employment and trainings. Traditional countries of immigration and most Western European countries are increasingly investing in more effective general and targeted programmes, but many may be too new or small to reach the many non-EU men and women in need, who rarely access trainings or unemployment benefits.

For the small number of transnational families, family reunion policies are one major factor determining whether or not they reunite in the country. Non-EU families of all types are more likely to reunite in countries with inclusive family reunion policies, like Scandinavia, Spain and Portugal. However several countries are becoming more restrictive, given the influence of populist parties, and expecting transnational families to live up standards that many national families could not.

As countries become more diverse, schools and health services are slow to adapt to immigrants' specific needs. Few staff are trained, equipped or required to respond. Immigrants' basic access to these services depends a lot on their legal status. Traditional countries of immigration and a few in Northern Europe are offering more personalised general and targeted support, which seems to reach larger number of immigrants in need and may help explain their progress over time.

Policies largely determine whether immigrants are settling down permanently, becoming voters and becoming equal citizens. Restricting permanent residence and citizenship (e.g. AT, CY, GR) leads to large numbers of 'permanently temporary' foreigners who are legally precarious and socially excluded. Facilitating permanent residence but restricting citizenship (e.g. DK, IT, CH, EE, LV) means most immigrants are secure in their status but treated like 'second-class citizens' in national politics and several areas of life. Equal rights are not guaranteed in practice in countries whose policies privilege certain national or ethnic groups over others (e.g. HU, JP, KR and ES). In contrast, confident countries of immigration like New Zealand, Sweden, Norway, Belgium and Portugal opened up these opportunities, so that most immigrants enjoy equal and secure rights that boost their integration outcomes in many areas of life. Strong anti-discrimination laws have spread across Europe, thanks to the EU, but remain relatively new and under-resourced. Potential victims are often uninformed and poorly supported to access justice because equality policies, bodies and NGOs have few powers and little reach. The time has come for enforcement. Most victims are not coming forward with complaints, so countries still have to take the 1st steps in the long path to justice.



# ESTONIA

**Rank:** 22 out of 38

**MIPEX Score:** 46

## KEY FINDINGS

Labour Market Mobility:	73
Family Reunion:	67
Education:	58
Health:	27
Political Participation:	21
Permanent Residence:	71
Access To Nationality:	18
Anti-discrimination:	32



## Changes in context

- Larger country of emigration than immigration, with around just 2000-3000 non-EU newcomers per year from 2010-2013
- Most of the newcomers and the long-settled foreign-born (around 15% of population) come from CIS countries
- Non-EU-born in EE have higher levels of education (40% with university degrees) than those in most other European countries
- Centre-right government since 2011
- Slight majority with anti-immigrant attitudes in EE, higher than in most developed countries: around half do not believe that EE is a welcoming country for immigrants

**Key Common Statistics**

Country of net migration since:	% Non-EU citizens	% Foreign-born	% Non-EU of foreign-born	% Non-EU university-educated	% from low or medium-developed (HDI) country
x	14.3%	15.0%	93%	40%	16%
UN 2010 data in 2013	Eurostat 2013	Eurostat 2013	Eurostat 2013	Note: Adults aged 18-64, Eurostat 2013	Eurostat 2013

**Changes in policy**

Non-EU citizens benefit from slightly more targeted support to pursue jobs and training in EE, which boosted EE's MIPEX score by +1 point since 2012. Targeted support has continuously improved over the years, culminating in December 2014 with the new Strategy of Integration and Social Cohesion in Estonia "Lõimuv Eesti 2020". Looking further back to 2007, EE has made the greatest progress by adopting the basic EU-required protections against discrimination under 2009's Equal Treatment Law. Looking forward, the 2015 amendments to the Citizenship Act—to be assessed in the next MIPEX—is an important step to reduce statelessness among non-citizens, but a missed opportunity to include new immigrants and their children.



**Conclusions and recommendations**

EE's integration policies lead the Baltics and Central Europe, ranking 22nd out of 38, just above CZ, HU, RO and several points ahead of LV and LT. EE's policies can be seen as halfway favourable, with clear strengths and weaknesses for immigrants to fully participate in different areas of public life. EE's ambitious employment and education policies are trying to respond to the specific needs of both newcomers and the long-settled non-EU-born. More could be done to respond to the specific problems of victims of discrimination to take even the 1st step to access justice. The major challenge now is to create the inclusive conditions for all residents to participate, trust and interact with each other in democratic life. While long-term residents are secure in their status and enfranchised in local elections, they face more restrictive opportunities to participate in national public life or to become citizens in EE than in nearly all developed democracies. The increasing use of data such as MIPEX and EE's Integration Monitoring can help to design new policies and reach out to the non-EU citizens who could benefit.

POLICIES



**LABOUR MARKET MOBILITY**

**Rank:**  
8 of 38  
**Score:**  
73

**Potential Beneficiaries**  
Non-EU not in employment, education, training:  
33%

**Real Beneficiaries**  
Non-EU in lifelong learning:  
8%



**FAMILY REUNION**

**Rank:**  
11 of 38  
**Score:**  
67

**Potential Beneficiaries**  
Non-EU separated couples:  
2%

**Outcome Indicators**  
Non-EU family reunion rate (# family members per 100 non-EU residents):



**EDUCATION**

**Rank:**  
10 of 38  
**Score:**  
58

**Potential Beneficiaries**  
15y/o with immigrant background:  
8%



**HEALTH**

**Rank:**  
32 of 38  
**Score:**  
27



**POLITICAL PARTICIPATION**

**Rank:**  
29 of 38  
**Score:**  
21

**Real Beneficiaries**  
Naturalised non-EU-born adults:  
37%

**Real Beneficiaries**  
Enfranchised non-EU adults:  
91%



**PERMANENT RESIDENCE**

**Rank:**  
5 of 38  
**Score:**  
71

**Potential Beneficiaries**  
Non-EU eligible for permanent residence:  
99%

**Outcome Indicators**  
Non-EU with permanent residents:  
92%



**ACCESS TO NATIONALITY**

**Rank:**  
37 of 38  
**Score:**  
18

**Potential Beneficiaries**  
Non-EU eligible for naturalisation:  
96%

**Outcome Indicators**  
Non-EU naturalisation:  
1%



**ANTI-DISCRIMINATION**

**Rank:**  
34 of 38  
**Score:**  
32

**Potential Beneficiaries**  
Non-EU experiencing discrimination:  
4%

**Outcome Indicators**  
Access to justice (# complaints per potential victims):  
5512

# LABOUR MARKET MOBILITY

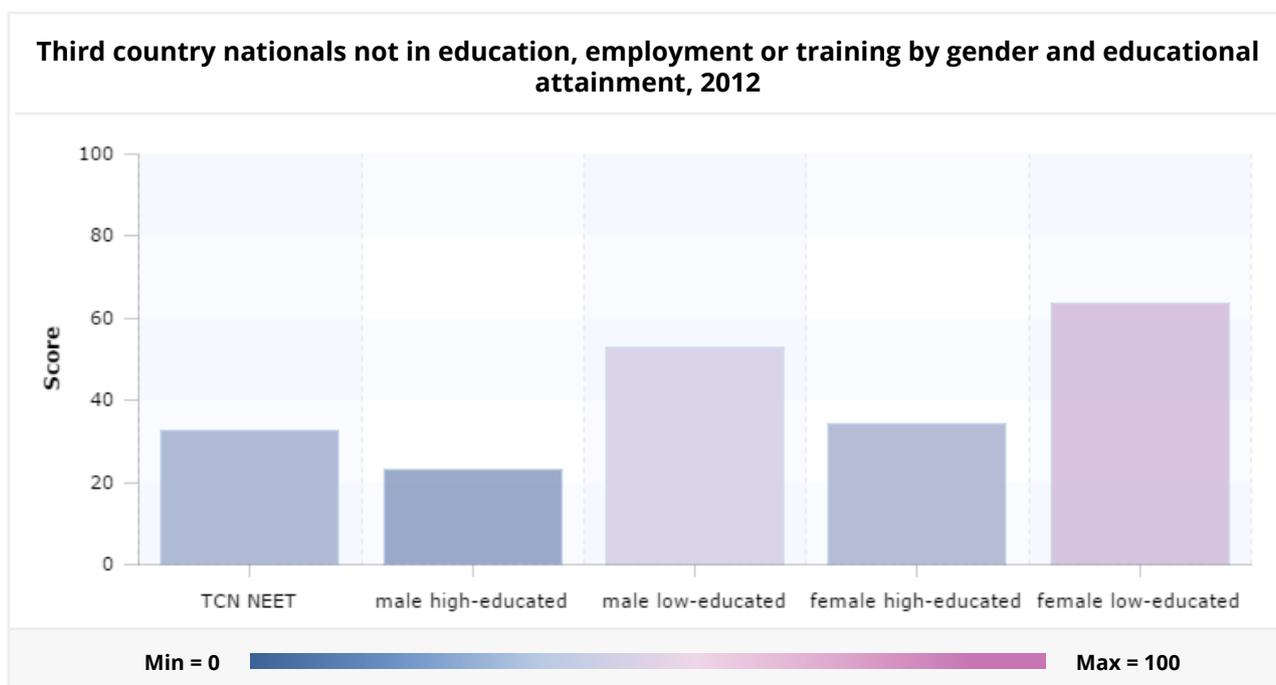
## KEY FINDINGS

Like most European countries, EE still has a lot to do for its ambitious and equitable policies to reach the 1/3 of working-age non-EU citizens not in employment, education or training and to address those high- and low-educated workers in lower-quality jobs

## POTENTIAL BENEFICIARIES

### How many immigrants could be employed?

In 2011/2, 1/3 of working-age non-EU citizens are not in employment, education or training in EE, similar to the average European country (similar in LT, PL and slightly higher in LV). This is less common among men & high-educated in EE as elsewhere.



## POLICY INDICATORS

### Do immigrants have equal rights and opportunities to access jobs and improve their skills?

Non-EU newcomers have slightly favourable rights and support to advance in EE's labour market, although EE delays this process more than most countries. Immigrants benefit from a more developed set of employment rights in EE than in most countries, with EE ranking 8th out of 38 and leading Central Europe. They can use the same general support and rights that EE citizens enjoy, as well as expanding targeted support (EE integration strategy boosted these policies by +8 points from 2007-2014). The major weakness is that EE delays full access to the labour market for non-EU citizens and temporary residents through a few restrictions based on nationality and permits.

#### Dimension 1: Access to labour market

- Labour market access delayed more in EE than most countries, with access ranked 30th, far below average for Western or Central Europe (just as weak as IE, LV, SI)

- Non-EU citizens can only work in the public sector as support or non-staff, with additional restrictions for certain activities
- Non-EU citizens with the right to work in EE must fulfil additional conditions to open a business or work in some private sector jobs
- Many temporary labour migrants must wait several years to change jobs/sectors, which is also the case in most countries
- These restrictions may put some non-EU citizens on the wrong footing, as they get started in careers below their qualifications or give up on looking for work. This position may have long-term negative consequences for labour market integration

**Dimension 2: Access to general support**

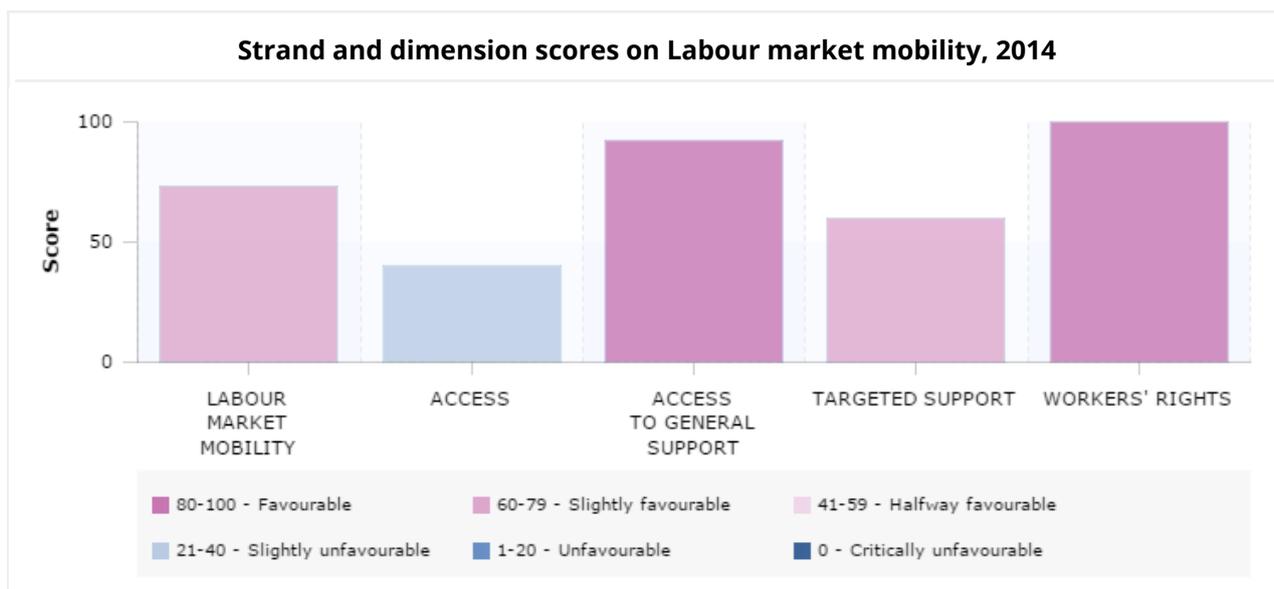
- Non-EU citizens can improve their skills and chances to find the right job through favourable access to general support in EE, 2nd alongside BE and NO (also favourable access in 10 others including LV)
- All legal residents can access employment services and programmes, vocational education and training
- Only temporary labour migrants are denied equal access to public study loans (see 2010 changes in LV)
- All residents with foreign degrees and skills have equal access to EE's ENIC/NARIC

**Dimension 3: Targeted support**

- Ranked 10th, EE stands out among most new destinations by targeting the needs of its many foreign-language and foreign-trained workers (see box, also JP, KR, PT, Nordics, DE)
- The non-EU trained apply for recognitions with EE's one-stop-shop ENIC/NARIC, with procedures free, relatively short and clearly-regulated
- Foreign-language speakers who want to improve their job prospects can take job-specific EE training since 2008 (e.g. in vocational schools, workplace exchanges, public sector)
- Specific programmes target vulnerable groups, mostly youth
- Since 2012, newcomers can be informed in EN and RU of job and training opportunities through adaptation programmes and support persons provided by the state 'Our People' Integration and Migration foundation

**Dimension 4: Workers' rights**

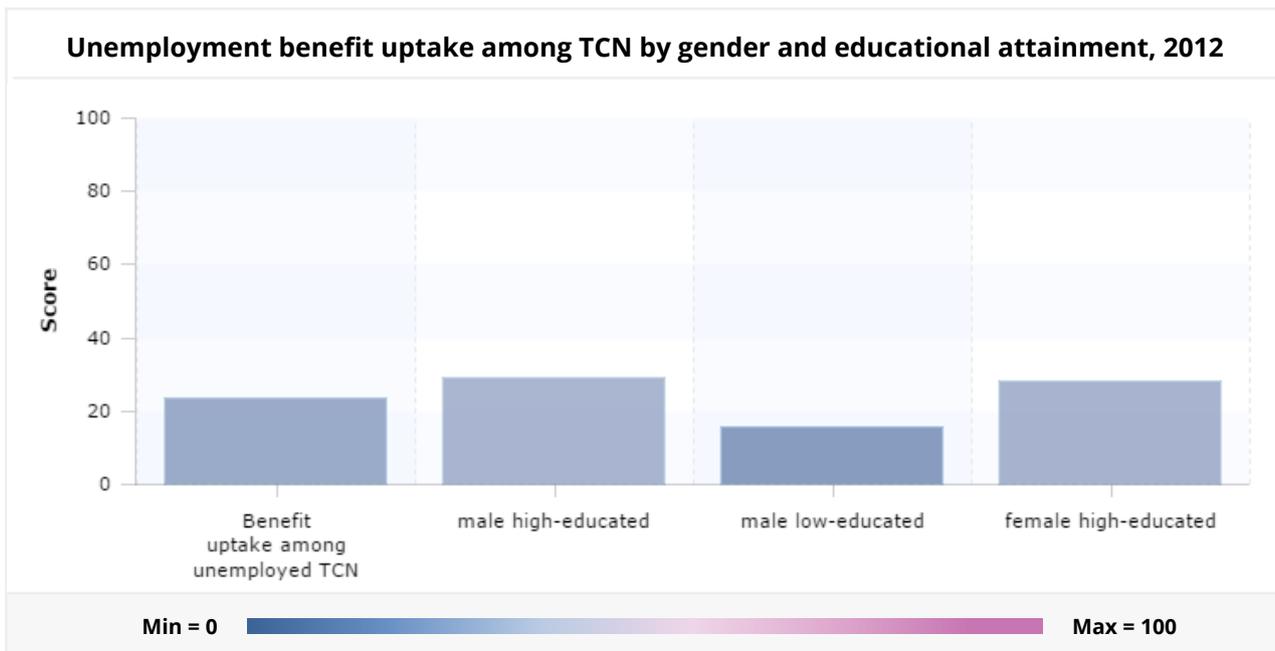
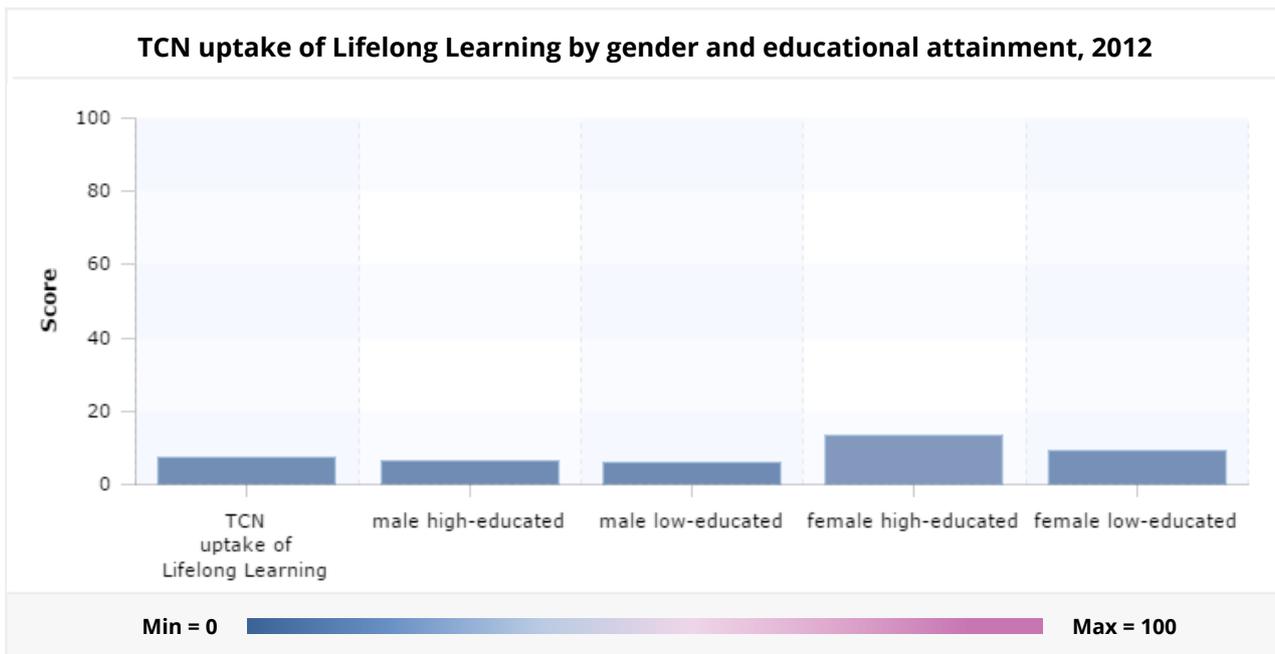
- EE and non-EU workers are supposed to be treated equally in EE, with the same working conditions, access to trade unions and social/housing benefits
- Equal rights as workers are also the norm in 6 other countries (CA, DE, NL, NO, PT, SE)



**REAL BENEFICIARIES**

**Are immigrants acquiring new skills?**

Hardly any non-EU adults (7.6%) are accessing education and training in EE, according to 2011/2 Labour Force Survey estimates. The rate of lifelong learning is just as low in most parts of Central and Southern Europe (e.g. LV, HU, SI, CY, GR, IT). Uptake was lower among high- and low-educated men, rising to just 13.5% for high-educated women. In comparison, non-EU adults are slightly more likely to access education and training on average in Europe (around 17%), especially in the Nordic countries. Moreover, most unemployed non-EU citizens in EE must find a new job without the support of unemployment benefits. Only around 1/4 of non-EU citizen men and women who were unemployed last year received any unemployment benefit, as opposed to 1/3 on average in European countries.



## CONTEXTUAL FACTORS

### What other factors explain whether immigrants find skilled and well-paid jobs?

- Most working-age non-EU-born in EE have their highest degree from EE, a major asset for labour market integration
- High employment rate (≥70%) and ≥2% average GDP growth since 2010 in EE
- More rigid employment protection legislation in EE than on average in developed countries
- Hardly any recent migrants coming with temporary work or study permits

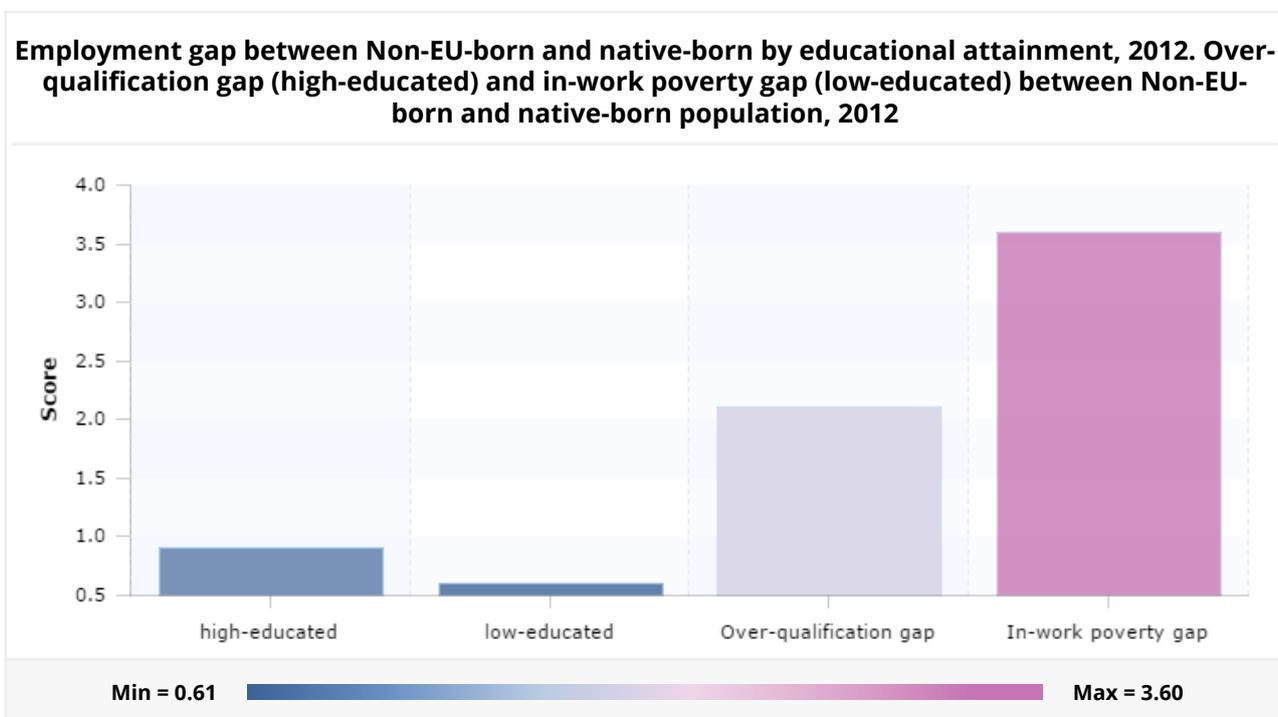
## OUTCOME INDICATORS

### Are immigrants employed in qualified and well-paid jobs?

Labour market integration happens very differently over time for the high vs. low-educated non-EU-born in EE, according to 2011/2 estimates. Among the long-settled (10+ years stay), working-age non-EU-born men and women with tertiary education are only 10% less likely to have a job than the EE-born with tertiary education. The employment rates for the high-educated rise to 3/4 for long-settled non-EU-born men and women and to 90% for EE-born men and women. Despite their high employment rates over time, these high-educated workers are more often working in jobs below their qualifications, with over-qualification rates twice the rate as for the high-educated EE-born (a similar gap as on average in Europe). Employment gaps are much greater for the low-educated. Only 1/3 of the low-educated non-EU-born are employed after 10+ years in EE, while 1/2 of the low-educated EE-born are employed in EE. These workers are also disadvantaged at work, three times as likely to suffer from in-work poverty as low-educated EE-born workers.

EE's labour market integration outcomes are explained by many factors: its flexible & growing labour market, the prevalence of local degrees, the role of the EE language, the ageing of the long-settled population and the low levels of naturalisation.

International research also suggests that employment outcomes are better for immigrants who get legal access to the labour market, a formal recognition of their foreign degree, a new domestic degree and/or domestic work experience. Current targeted policies may not be too new, small-scale or general to achieve these objectives.



# FAMILY REUNION

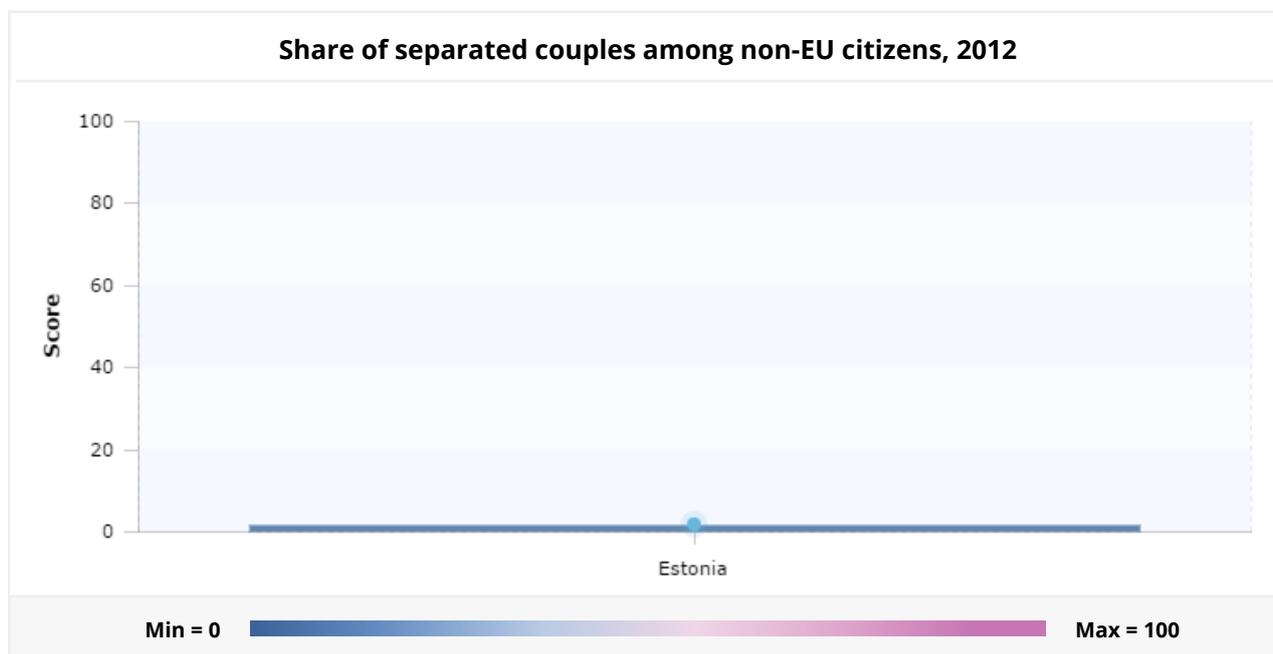
## KEY FINDINGS

**For the very few number of transnational families, EE's policies may delay or restrict family reunion for some, but generally guarantees equal treatment for EE and non-EU families**

## POTENTIAL BENEFICIARIES

### How many immigrants are potentially living in transnational couples?

Very small numbers of non-EU citizen adults in EE seem to be living in transnational couples, according to 2011/2 estimates. MIPEX monitors the number of non-EU adult residents who are married/partnered but not living together with their partner in the country, as they likely represent one of the main potential beneficiaries for family reunion. Only an estimated 1.6% of non-EU citizen adults in EE are likely living in internationally separated couples. These numbers were also relatively low in countries with relatively large long-settled non-EU-born communities, both in Western Europe (LU, NL, UK) and Central Europe (HR, HU, PL, much higher in LT and LV).



## POLICY INDICATORS

### How easily can immigrants reunite with family?

Non-EU citizens who want to be reunited with their families can make use of policies that are slightly favourable for their integration in EE, ranking 11th like other new destination countries (e.g. RO, PL). The conditions that families must comply with to benefit from family reunion in EE are generally accessible, particularly when compared with restrictive countries of immigration, such as AT, DK, FR, DE. This relatively positive finding is mirrored in many countries in Central Europe (HU, LT, LV) and in leading

new countries of immigration such as ES and PT. However, EE delays family reunion more than most countries, as the major stumbling block is immigrants' eligibility.

### **Dimension 1: Eligibility**

- EE's major area of weakness is eligibility, ranking 28th alongside LT and restrictive AT, FR, NL
- The law keeps families apart for two years, and then only lets them apply for their nuclear family
- Sponsors who meet the requirements are forced to wait to apply for 2 years, which is much longer than normal (after 1 year in 10 countries or immediately in 14; 2 years goes against the 2014 guidelines of the European Commission)
- Certain families (e.g. of high-skilled workers) are 'fast-tracked' and reunite immediately since 2013's Aliens Act
- Non-EU citizens who can meet their family's basic needs can apply for their dependents: spouse, minor children and, under certain conditions of dependency, their parents/grandparents and adult children
- Non-EU citizens in registered or long-term partnerships are not treated the same as married couples in EE (see 26 countries for same-sex arrangements and 17 for long-term partners)

### **Dimension 2: Conditions**

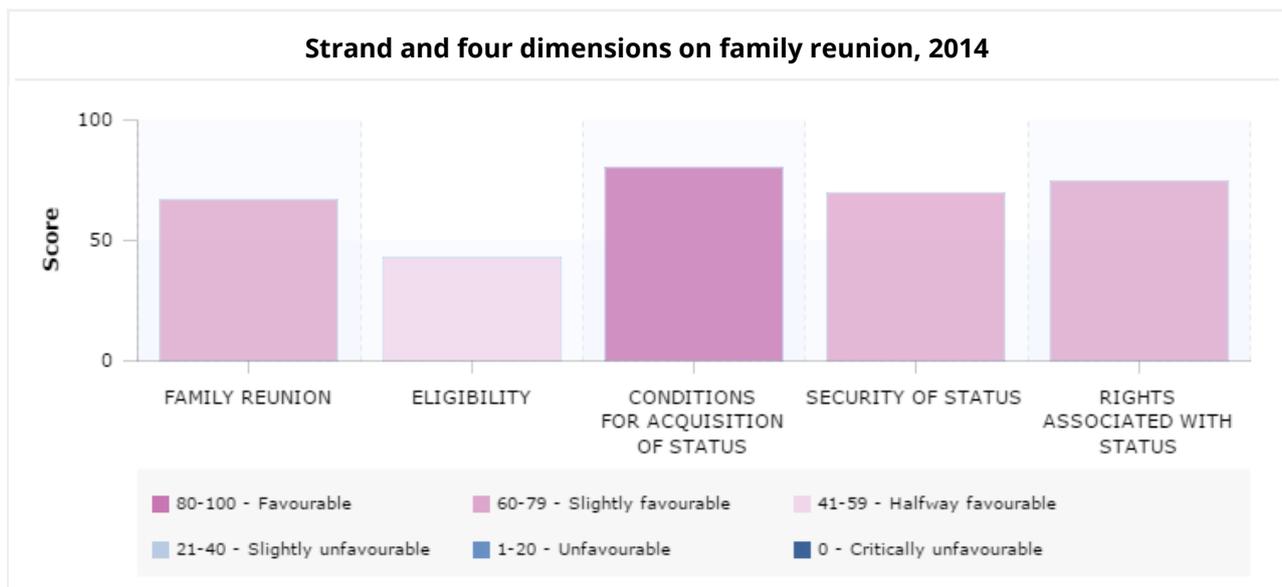
- Family reunion is possible when sponsors can meet the same basic conditions expected of all families living in EE (favourable conditions tied for 2nd with LT, FI, HR, ES)
- Minimum legal income and accommodation
- Applicants must pay a basic fee comparable to others in EE (as in LT and a near-majority of countries)

### **Dimension 3: Security of status**

- Once sponsors meet the requirements, they and their families can be relatively secure about their status in EE, ranked 6th alongside countries such as SI, SE, DE
- The procedure should be short and straightforward
- Families have good access to legal guarantees in cases of refusal and withdrawal
- The spouse's permit can be refused or withdrawn if the relationship breaks up and they cannot get an autonomous permit, even in particularly difficult circumstances

### **Dimension 4: Rights associated**

- The rights of family members are slightly favourable for their integration
- Reunited families experience similar rights and obstacles in EE as in most countries (e.g. LT, LV, FI)
- Adult family members benefit from the same socio-economic rights as their sponsor (e.g. to work, education/training, social/housing benefits)
- Since 2014 welcoming programmes, free voluntary courses and materials should help newcomers learn basic EE and prepare for their life in the country
- Adult family members can only become autonomous residents after a long period (5 years for long-term residence permit), without clear legal entitlements for all types of vulnerable families (see instead Nordics, PT, ES)



## REAL BENEFICIARIES

### Are families reuniting?

653 family members reunited with a non-EU sponsor in EE in 2013. These small numbers made up about 1/4 of all new arrivals in that year, similar to the EU average. These numbers have remained stable, below 1000 per year in recent years. Among this small number of family members, the majority are children, followed by spouses. Also a small but important number (45-60) are other family members (e.g. parents/grandparents). The nationalities of these families reflect EE's major countries of origin (RU, UA).

## CONTEXTUAL FACTORS

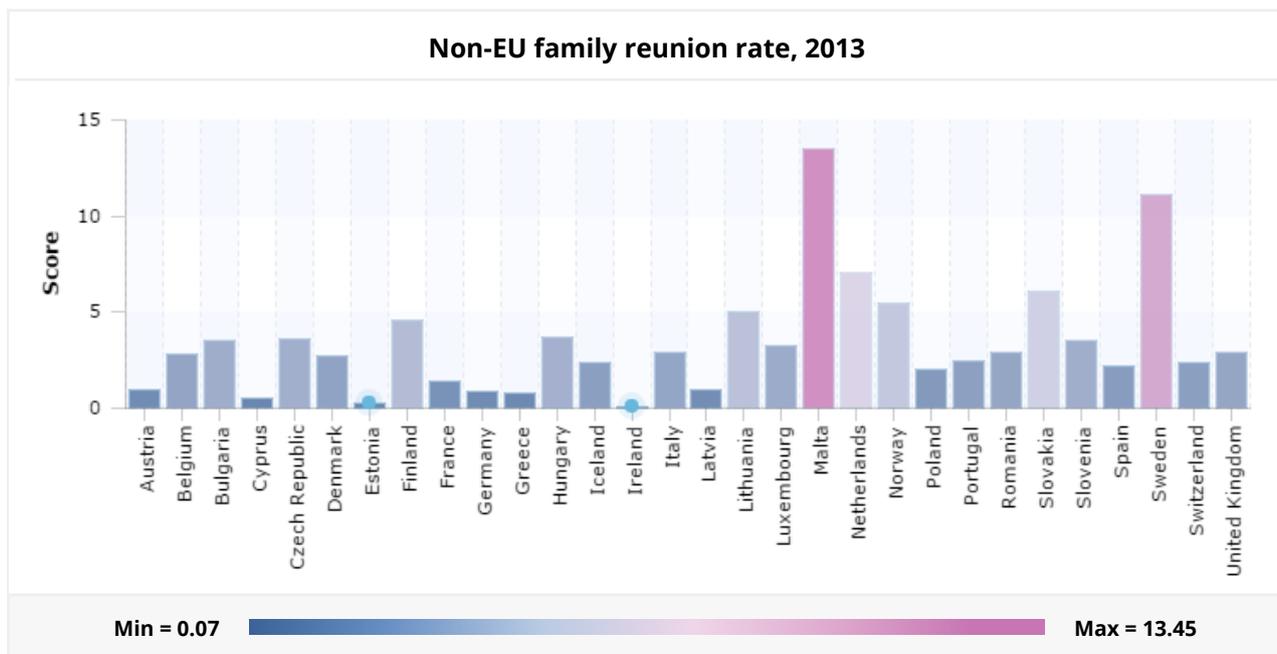
### What other factors explain whether immigrants reunite with family?

- Mostly long-settled and ageing families, with relatively few newcomers likely living in transnational families
- Most with the eligible or permanent permits to sponsor
- Many from developed/neighbouring countries and thus less likely to reunite in Baltics

## OUTCOME INDICATORS

### How often do immigrants reunite with family?

Non-EU family reunion is relatively rare in the EU and even rarer in EE. Out of every 100 non-EU residents in the average EU country, only 2.2 are newly arrived non-EU family members. In EE, that rate drops to 0.3-0.4 newly arrived non-EU family members every year from 2011-2013. A family's choice to reunite is certainly driven by individual and contextual factors, such as lower needs for family reunion among EE's long-settled non-EU-born population. Still, policies can quickly function as obstacles to the right to family reunion, with disproportionate effects on the most vulnerable groups. Delays and restrictions can significantly delay or deter both family's reunion and their integration in the country.



# EDUCATION

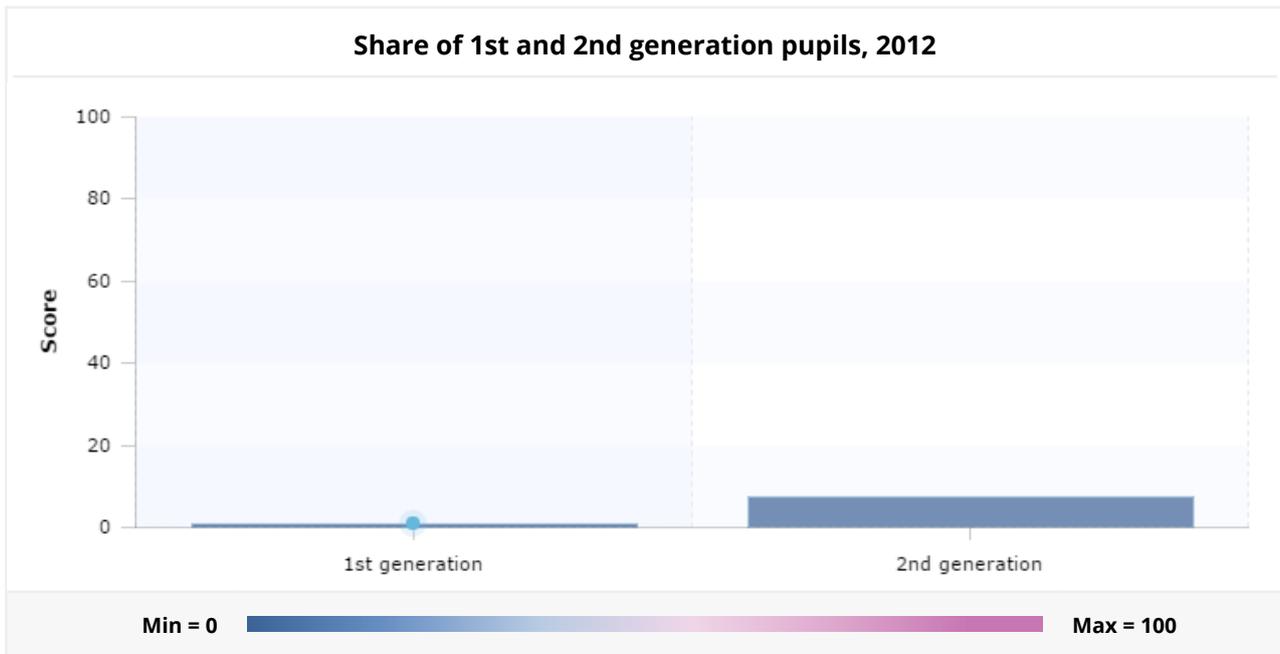
## KEY FINDINGS

EE leading Baltics and Central Europe to respond to the diverse needs and opportunities of pupils speaking different languages

## POTENTIAL BENEFICIARIES

### How many pupils have immigrant parents?

The diversity of EE's school population reflects the Baltics' unique history of immigration and settlement. As in most Central European countries, EE receives relatively few foreign-born pupils, comprising just 0.7% of 15-year-old pupils, according to the 2012 PISA study. Instead, most pupils with immigrant parents in EE are 2nd generation born in the country, accounting for 7.5%, on par with more established countries of immigration in Europe. Due to its history, EE has relatively few pupils attending schools where the language of instruction is different from their language at home. Only 20% of these 1st and 2nd generation pupils do not speak at home their school's language of instruction.



## POLICY INDICATORS

### Is the education system responsive to the needs of the children of immigrants?

The EE education system has more developed integration policies for newcomers than other Central European countries. These policies are halfway favourable for targeting the new needs and opportunities that newcomers bring to schools in EE, ranking 10th ahead of other neighbouring countries and most new destination countries except PT.

#### Dimension 1: Access

- EE goes halfway to guarantee equal access to all types of schools for newcomers, ranking 10th on access, which is an area of weakness across countries (see KR, Nordics, traditional countries of immigration)
- All children, regardless of status, have the right to an education, from pre-school to university
- Extra EE language courses mean that language skills should not become an obstacle for foreign-language pupils to access pre-primary and university education

#### Dimension 2: Targeting needs

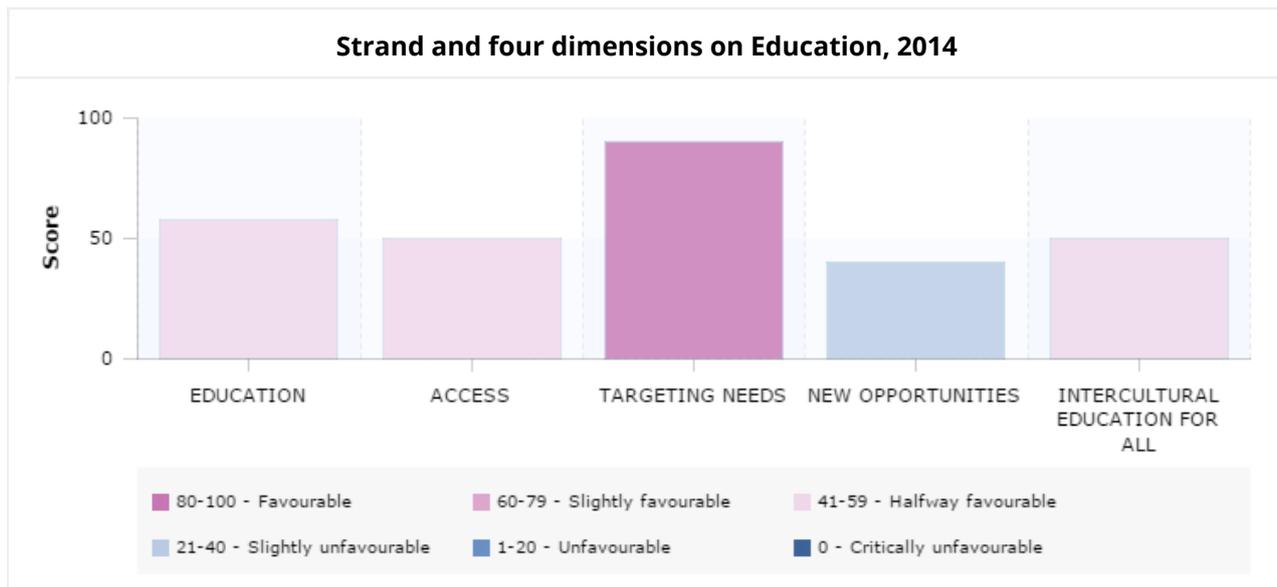
- EE (alongside the Nordics and US) have the strongest measures to target newcomers' specific needs in the classroom
- Through pre- or in-service training, all teachers must be able to solve problems in multicultural learning environments
- Some schools organise induction programmes for newcomers and their parents, but they are not required
- Newcomers receive compulsory, continuous and high-quality support to learn the EE language
- Newcomer pupils are assisted by support persons and extra teachers, with schools receiving extra funding to cover the expenses per pupil

#### Dimension 3: New opportunities

- Schools seize a few of the opportunities that non-EE pupils bring to the classroom in EE, ranked 9th alongside other leading new destinations (KR, PT)
- In addition to learning the EE language, pupils speaking another language at home have the right to learn their own language and culture either in school, sometimes open to all pupils, or outside school, with state funding
- 'Our People' foundation programmes help schools organise social integration programmes and support staff for newcomer parents

**Dimension 4: Intercultural education**

- EE education system goes halfway to make intercultural education a reality in all schools
- The approach in EE ranked 12th behind PT, Northern European countries and traditional countries of immigration
- Basic and Secondary Education National Curriculum states that the culture of mankind, the culture of Europe and the culture of EE including that of the ethnic minorities residing in EE has to be represented in education content
- Trainings on the topic are provided but not required, while schools have the discretion to adjust a few hours of the curriculum to reflect the specificities of the school or region
- Our People Foundation's media work tries helping the public appreciate cultural diversity and ethnic minorities in EE



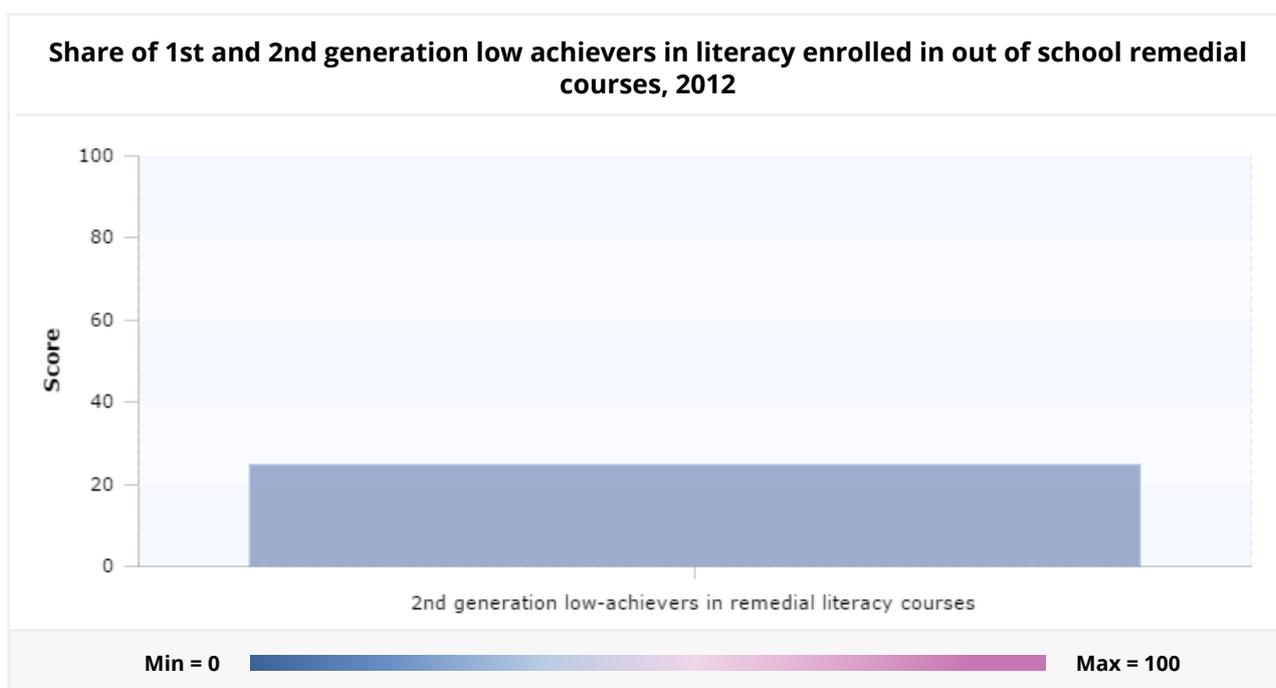
**POLICY BOX**

The 2011/2012 school year was an important year for the reform of RU-language upper secondary schools. All pupils entering that year must take 60% of their subjects in the EE language. 5 subjects are set by the state, with the remaining subjects selected by schools themselves. Applications to extend this 2011/2 deadline were declined.

**REAL BENEFICIARIES**

**Are pupils with limited literacy getting remedial courses?**

Around half of low-literacy pupils in the Baltics are reportedly enrolled in extra out-of-school literacy courses, according to 2012 PISA data on 15-year-olds. Data on low-literacy 2nd generation pupils in EE (data missing for LV and LT) suggests that these pupils are less likely to be enrolled in these types of courses than low-literacy non-immigrant pupils (only observed in EE and SI).



## CONTEXTUAL FACTORS

### What other factors explain whether the children of immigrants excel at school?

- 80% of 1st/2nd generation also speak the school's language at home with parents in EE as in other Baltic and Central European countries
- Few foreign-born pupils arrive after age 12
- Student-teacher ratios relatively low in EE and Baltics

## OUTCOME INDICATORS

### How well are the children of immigrants achieving at school?

Performance on PISA math tests do not seem to be significantly different for pupils with EE-born or non-EE born parents. More detailed data is missing to compare the different generations and pupils with parents of the same education level.

# HEALTH

## KEY FINDINGS

**Migrant patients benefit from limited entitlements and some basic information in EE, a problem across the Baltics and Central Europe**

## POLICY INDICATORS

### Is the health system responsive to immigrants' needs?

EE's health system is slightly unfavourable at responding to migrant patients, which is a common problem in the Baltics and Central European countries with few newcomers. EE's policies rank 32nd, alongside GR, LT and PL but slightly more advanced than LV's. Migrant patients in EE receive uneven entitlements and information to access the general health services. These services receive hardly any support to become more responsive to migrant patients' specific health needs or barriers.

#### Dimension 1: Entitlements

- Entitlements nearly halfway to cover all relevant migrant patients from a health perspective
- The same compulsory health insurance covers EE citizens, permanent residents, beneficiaries of international protection, pensioners and treaty-based migrants and, under the immigration conditions, temporary residents
- Asylum-seekers are equally covered when living in collective centres, but not when living on their own or able to pay
- Undocumented migrants only have equal right to emergency care
- Some exceptions exist for at-risk health groups, children and victims of torture/trafficking
- These requirements can create problems of documentation and discretion for all to access their entitlements in practice

#### Dimension 2: Access policies

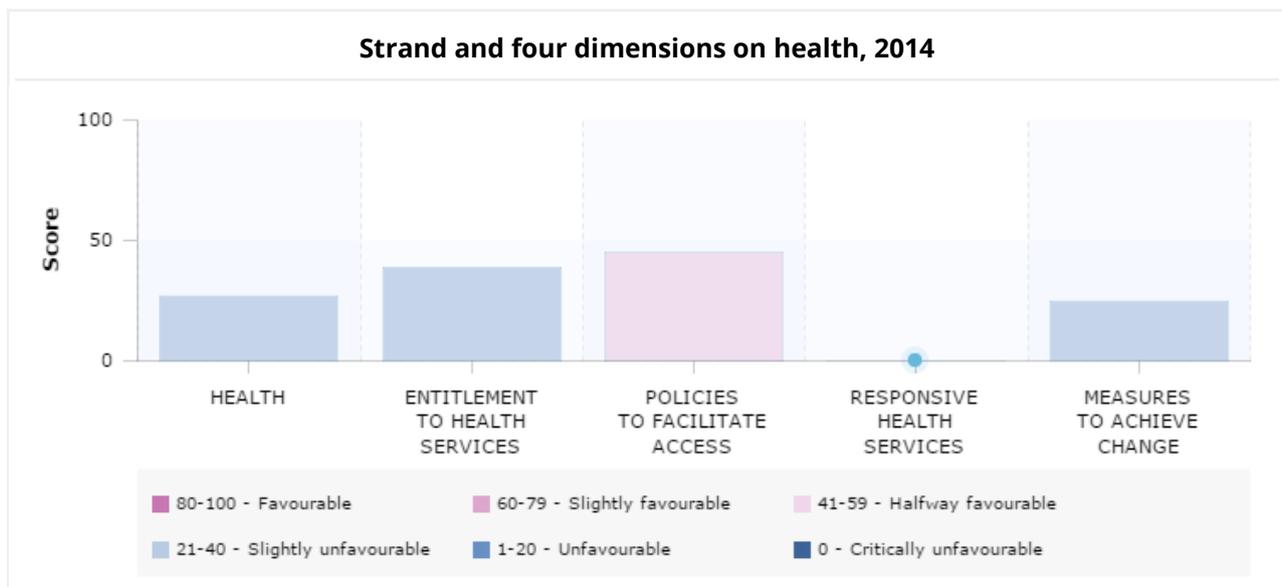
- Support is halfway favourable to help migrant patients access services in EE, with more developed policies than in the other Baltics and Central European countries
- Basic booklets in EN and RU are provided to legal migrants and asylum-seekers on their entitlements and to asylum-seekers about specific health issues (see stronger policies in Southern and Western Europe)
- Cultural mediators are rarely available even for beneficiaries of international protection (see most examples in Western Europe)

#### Dimension 3: Responsive services

- No support to make services more responsive in EE, also missing in 6 other countries (LV, PL) and a general weakness across Central Europe
- Interpreters available on ad hoc basis for asylum-seekers in collective centres
- As a start, healthcare providers are encouraged to follow 2005 World Medical Association ethical guidelines, including the use of culturally competent services
- A small majority of countries provide training, interpreters and some way to involve migrants themselves in information/service delivery

#### Dimension 4: Mechanisms for change

- Authorities are starting to discuss a few issues around migrant health
- Basic research on migrant health, with limited data
- Ad hoc discussions of access to information for RU-speakers (e.g. information on medicines in RU)
- A few stakeholders have started to raise these issues (e.g. EE Refugee Council on information and language problems)
- No policy yet to structurally address migrants in health policy, health in integration policy or migrant health stakeholders, with EE ranking 26th alongside LT on its measures to achieve change



# POLITICAL PARTICIPATION

## KEY FINDINGS

A country of 'second-class citizenship', EE's large share of non-EU citizens use their local right to vote but seem discouraged from broader participation by a few restrictive policies

## POTENTIAL BENEFICIARIES

### Who are disenfranchised from voting?

The number of disenfranchised non-EU citizen adults (aged 15+) is small in local elections (9.4% of non-EU citizen adults or around 16,000 adults, according to 2011/2 estimates). Whereas the numbers disenfranchised is comparatively large in national elections (174,104 in 2014 or 16% of the total population aged 15+).



## POLICY INDICATORS

### Do immigrants have comparable rights and opportunities to participate in political life?

Besides the local right to vote, EE's large share of non-EU citizens within the population are largely excluded from participating in democratic life. EE's many restricted opportunities for political participation may discourage rather encourage mutual trust and interaction in EE. These policies are generally weak in the Baltics and Central European countries.

#### Dimension 1: Electoral rights

- The current right to vote in EE is an important but limited channel for non-EU citizens to become part of EE democracy
- Long-term residents were granted the vote in local elections in 2002 during negotiations about membership in the EU
- They cannot stand as candidates in these elections, unlike in 14 countries (e.g. LT)
- Non-EU citizens enjoy more expansive voting rights 17 of the 38 countries

#### Dimension 2: Political liberties

- Although non-EU citizens can vote in local elections, they are denied the same basic political liberties as citizens, a problem in EE and, to varying degrees, across Central Europe
- They face fewer restrictions on their political liberties in 31 out of the 38 countries
- In EE, non-EU citizens are banned from political parties
- Restrictions are also placed on non-EU citizens who want to form, run or receive funding for their associations
- Non-EU citizens face fewer restrictions on their basic political liberties in 31 out of 38 countries

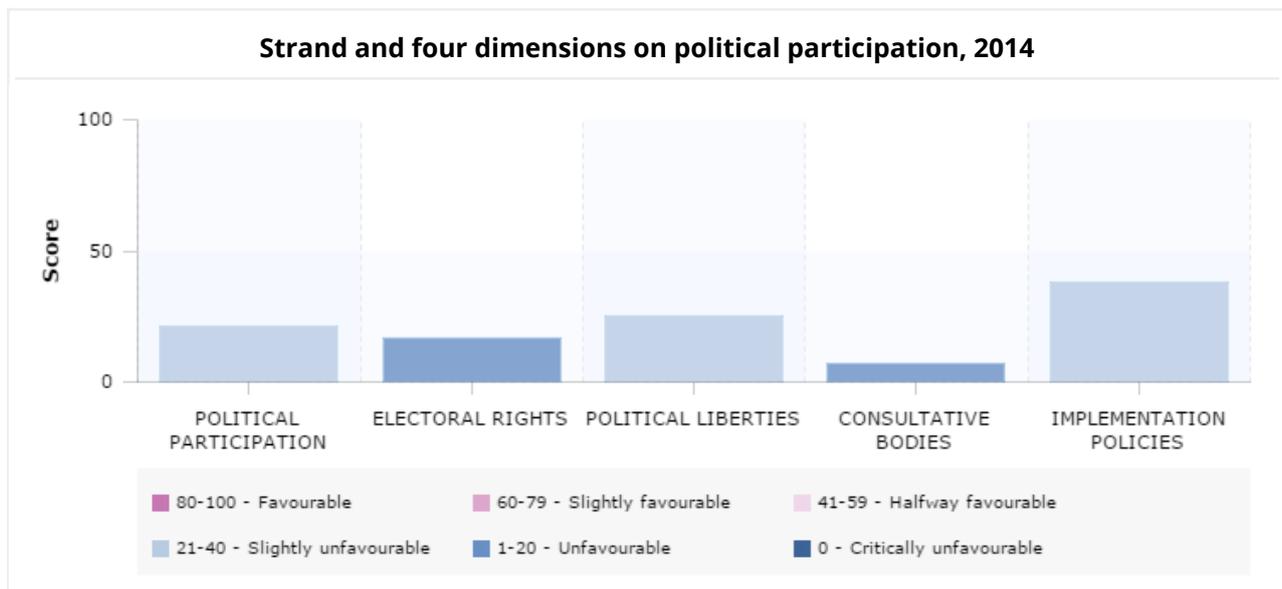
#### Dimension 3: Consultative bodies

- Consultation structures give civically active non-EU citizens and ethnic minorities the capacity, information and platform to better inform and improve all policies that affect them daily (see local structures in 24 other countries and national ones in 12)
- The civically active can be consulted on an ad hoc basis and through other structures (see box)
- At local level, consultation structures are also missing in cities across EE (see local models in AT, CZ, FR, DE, IE, IT, PT, ES)

#### Dimension 4: Implementation policies

- Ethnic minorities' organisations are more likely to receive national or local support in EE than in most Central European countries, but often for cultural and not civic or democratic activities
- Information and outreach is rarely used to get non-EU citizens to participate in democratic life in EE, a weakness in most

countries (see instead NW Europe, CA, NR, NZ, PT)



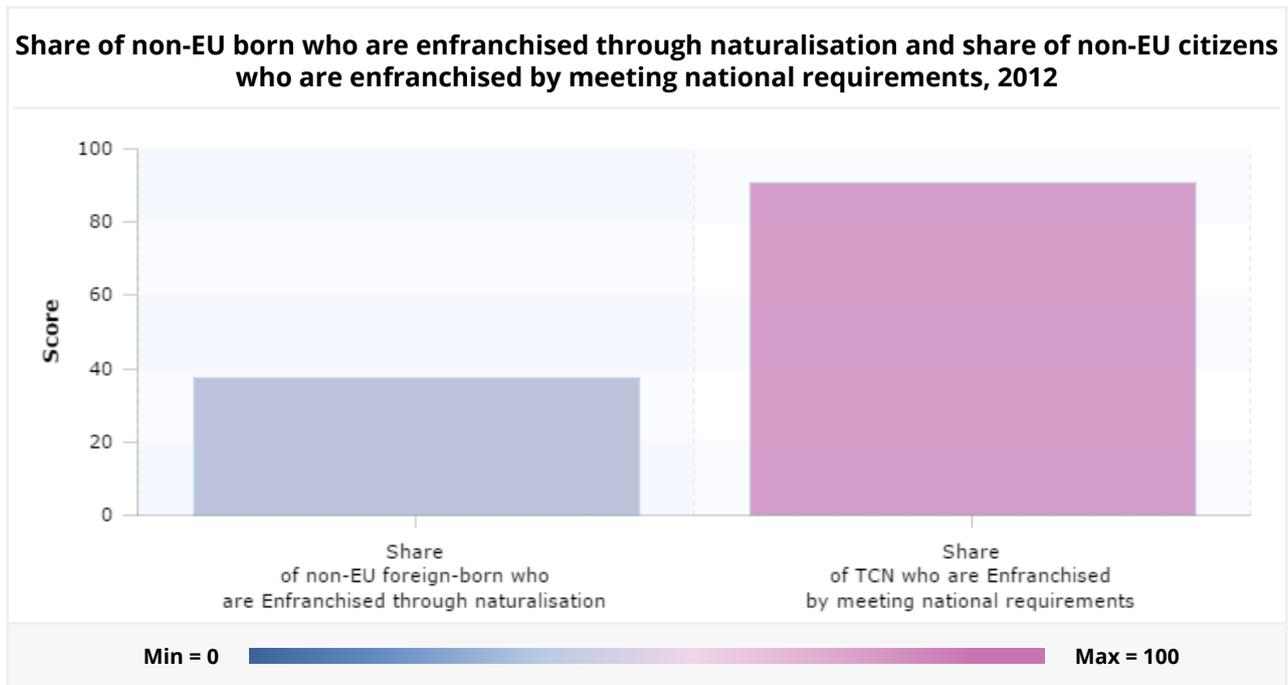
## POLICY BOX

EE consults non-EU citizens and ethnic minorities on an ad hoc basis when designing new national plans, as is required in law. 150 non-EU citizens were consulted through 6 citizens' panels meetings all over EE as part of the preparation of the new national integration strategy. Non-EU citizens were also consulted in the design of new integration courses and services for high-skilled immigrants. The 2010 revival of the Nationalities Roundtable was the 2nd attempt to consult EE's ethnic, national and linguistic minorities, including newcomers and an increasing diversity of groups.

## REAL BENEFICIARIES

### How many non-EU immigrants are eligible to vote?

Looking at both enfranchised and naturalised non-EU citizens in 2011/2, EE qualifies as a country of 'second-class' citizenship because democracy is inclusive at local level but not at national level. An estimated 91% of non-EU citizen adults are eligible to vote in local elections, but the share of non-EU-born with EE citizenship is only estimated at 37%. The situation is similar in other 'second-class' citizenship countries such as DK, FI, IE, LU, although all four are working to boost the naturalisation rate through reform of the citizenship law or procedure. In contrast, LT is politically inclusive of its small long-settled communities, while LV emerges as one of the most exclusive democracies in the developed world.



## CONTEXTUAL FACTORS

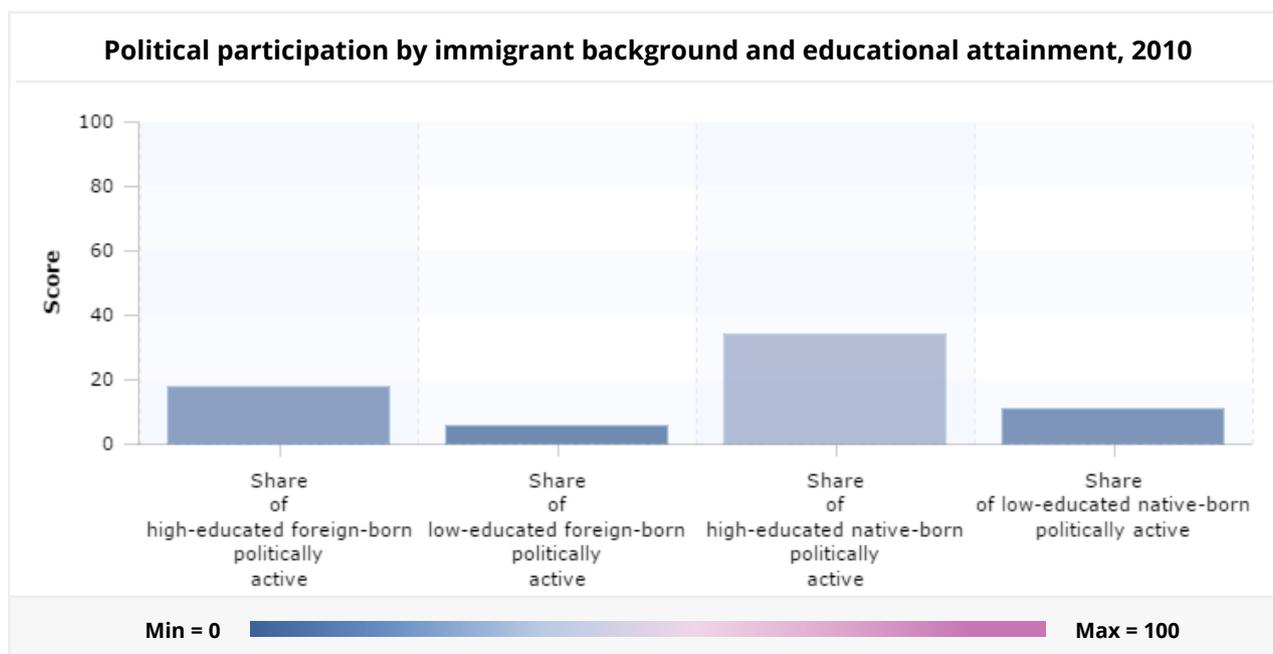
### What other factors explain whether immigrants become politically active?

- Most long-settled in EE and other Baltics
- A large minority have university degrees, many from EE itself
- Many from developed countries with generally similar levels of civic engagement

## OUTCOME INDICATORS

### Are immigrants participating in political life?

While the EE-born are not very politically active, the gaps in political participation are among the greatest in Europe between immigrants and non-immigrants in EE, alongside AT, DE, CH and SI. Data collected over the 2000s show that long-settled non-EU-born adults are 50% less likely than EE-born adults to recently taking part in a political party, association, petition, demonstration or contacting a politician. EE's Integration Monitoring report provides more detailed data on the different levels and types of political participation among naturalised vs. other EE citizens, RU citizens and non-citizens. Although good comparable data does not exist on voting, non-EU citizens in EE do seem to use their right to vote, according to data from EE's Integration Monitoring. For example, 68% of naturalised and other EE citizens reportedly voted in the 2013 local elections, with similar levels of intention of voting in the 2015 elections. While the link between political participation policies and rates is usually not direct, it seems clear that non-EU citizens are using the voting rights they have in EE, but are discouraged from greater political participation, with a key role to be played by EE's naturalisation and political participation policies.



# PERMANENT RESIDENCE

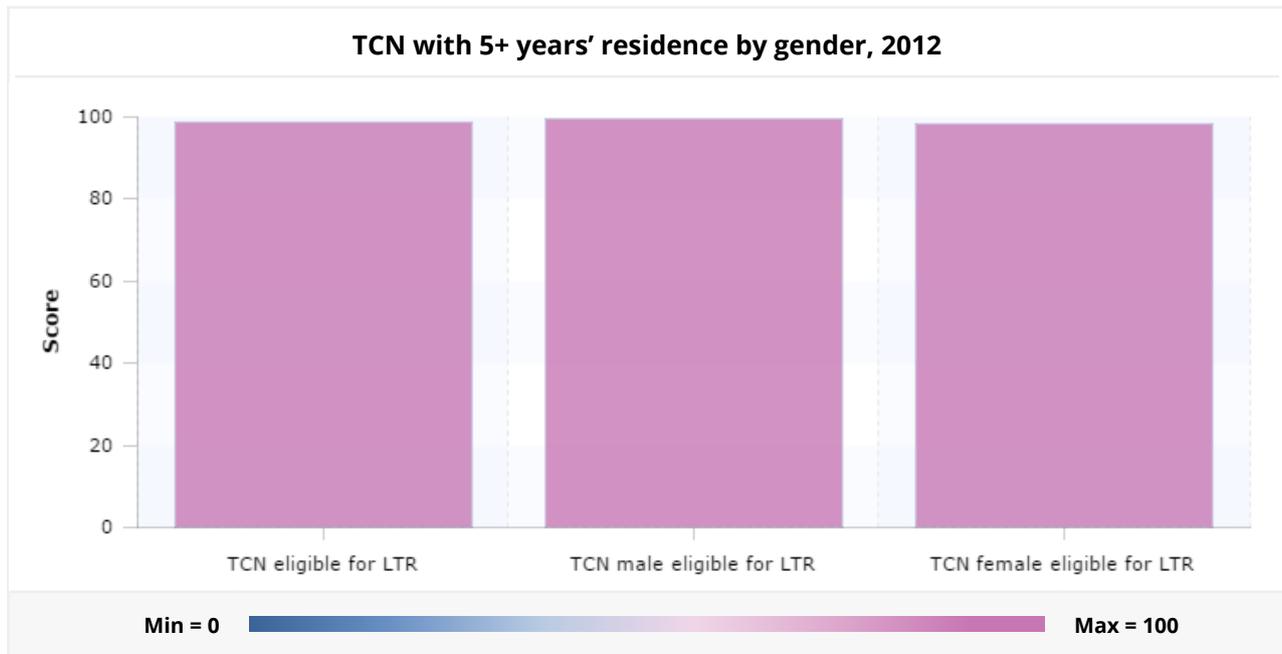
## KEY FINDINGS

Nearly all of the non-EU-born are long-settled and secure as EU long-term residents with near-equal rights as 'second-class citizens'

## POTENTIAL BENEFICIARIES

### Who can become long-term residents?

Nearly all non-EU men and women have lived in EE the 5+ years required to become long-term residents, according to 2011/2 estimates. As in the other Baltics and Central European countries, most non-EU citizens are relatively long-settled in the country.



## POLICY INDICATORS

### How easily can immigrants become long-term residents?

Non-EU citizens enjoy slightly favourable chances to become long-term residents with a secure future and near-equal rights to participate. Their opportunities for long-term residents provide them some of their best chances at integration in EE, whose policies rank 5th alongside the Nordics and ES.

#### Dimension 1: Eligibility

- EE's eligibility rules are average for Europe
- Standard from EU law, newcomers can apply after 5 years with limited absences from EE
- Most temporary residents can apply while former international students can count half of their time studying

#### Dimension 2: Conditions

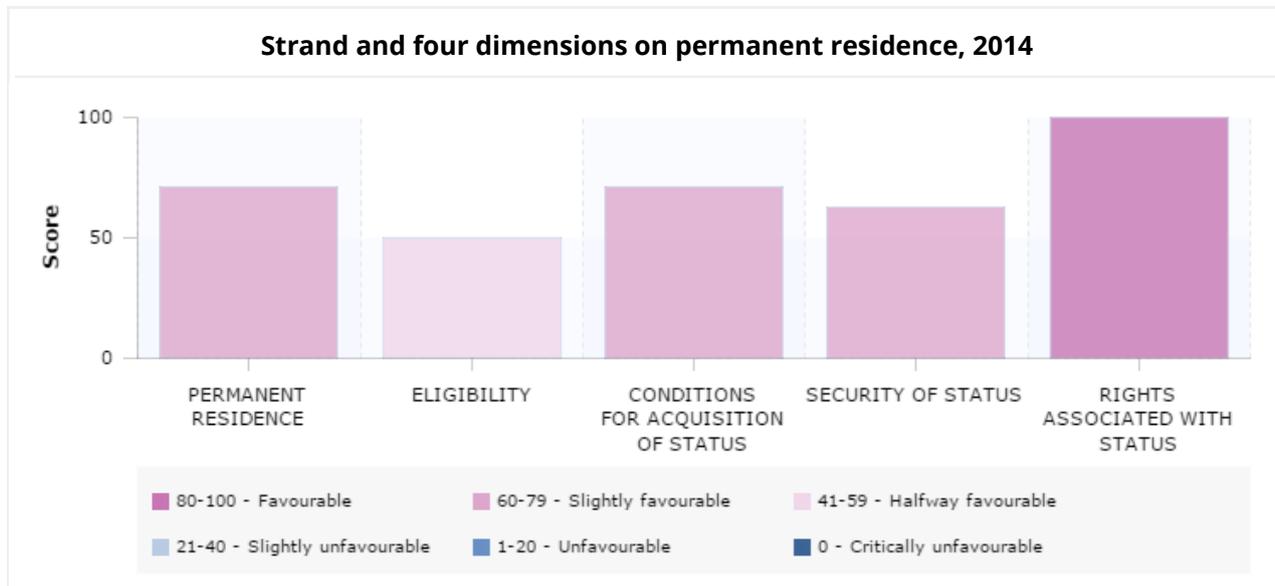
- Under EE's clear path to become long-term residents, temporary residents prove their willingness to settle long-term after 5 years of stay in EE, securing a basic legal income and mastering the EE language
- The path to long-term residence in EE is ranked 2nd among the 38 countries, similar to FI, HU, SI
- While most conditions are basic, the language level is set so explicitly high (B1, only 6 others out of 38) that it may be unrealistic for many willing newcomers, even with free available support and tests (under cost-refund system)
- In contrast, immigrants in 14 other countries do not need to demonstrate language skills for long-term residence, while only A2-level is required in 8 others (including LT and LV)

#### Dimension 3: Security of status

- Non-EU citizens who meet the requirements can be slightly secure that they will become and remain long-term residents in EE, ranked 10th on security alongside FI and PL
- Successful applicants obtain a permanent secure status (as in 26 other countries) with options to live/work abroad for extended periods
- Long-term residents can lose their status for several discretionary grounds, including 'intentional crimes against the status' since the 2009 so-called 'Bronze Soldier Package'
- The possibility of deportation is always there for long-term residents, even those born in EE or living there for 20+ years

**Dimension 4: Rights Associated**

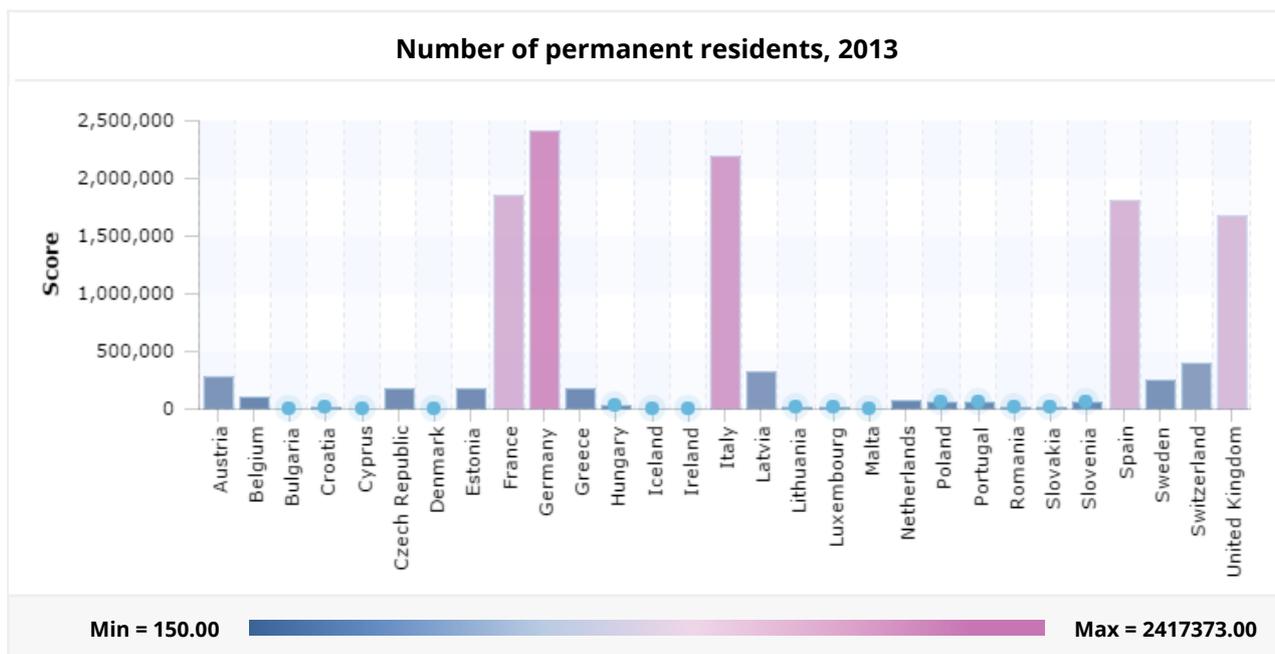
- Long-term residents can work, study and live in the country with nearly the same social and economic rights as citizens in EE, as in 29 other countries
- EU long-term residents also secure the right to work and study in other EU countries



**REAL BENEFICIARIES**

**How many immigrants are long-term residents?**

In 2013, EE was home to 174,840 long-term residents, accounting for 13% of the country's total population. 99% have EU long-term residence, with only 1,560 holding a national form of long-term residence. The number of long-term residents has slowly decreased from 2008-2013 by 9% or 16,595 persons.



## CONTEXTUAL FACTORS

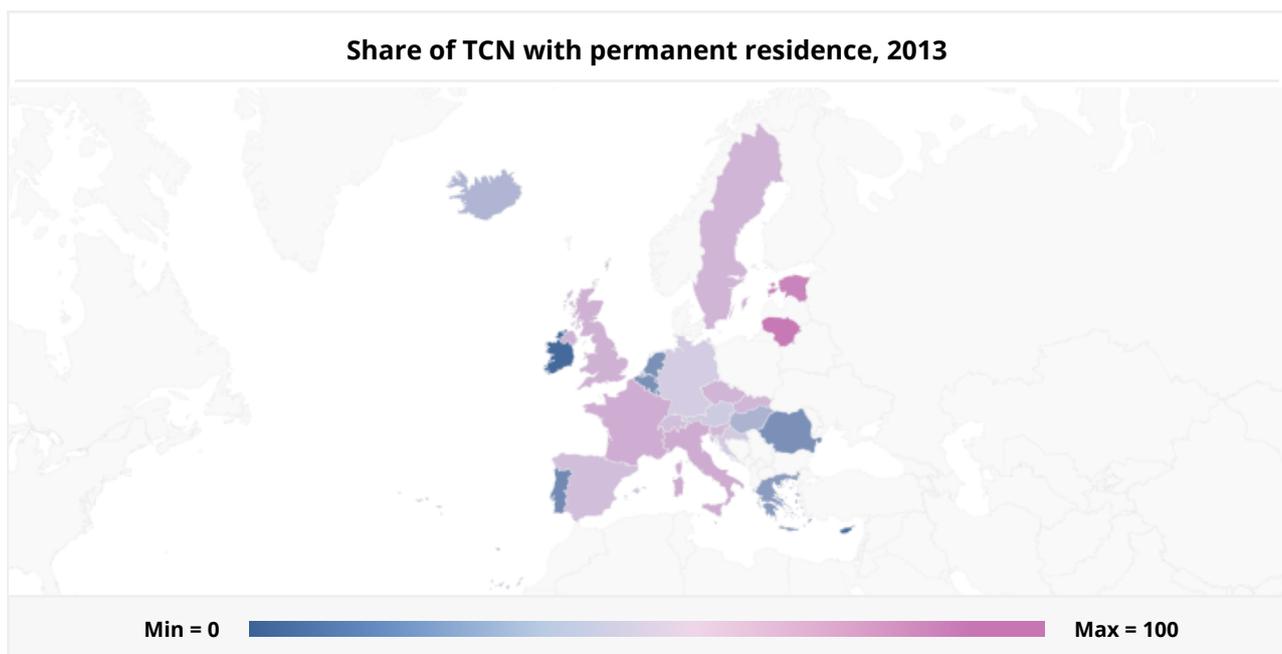
### What other factors explain whether immigrants become long-term residents?

- Nearly all non-EU-citizens are long-settled with <5 years' residence
- Hardly any residents with <1-year-permits potentially ineligible for long-term residents
- Only option to secure residence for long-settled residents and 2nd generation in countries with restrictive naturalisation policies (e.g. EE and other Baltics, Central Europe, AT, IT, ES, CH)

## OUTCOME INDICATORS

### How often do immigrants become long-term residents?

92% of non-EU citizens in EE are long-term residents. These numbers are comparable to the other Baltic and Central European countries. These long-term residents generally reflect the countries of origin composing EE's non-EU-born population. The number of permanent residents strongly reflects a country's path to permanent residence and citizenship. Countries like EE that facilitated long-term residence but restricted naturalisation (as the 'second-class citizenship' alternative) end up with very high numbers of permanent resident foreigners (e.g. Baltics, Central Europe, IT, ES).



# ACCESS TO NATIONALITY

## KEY FINDINGS

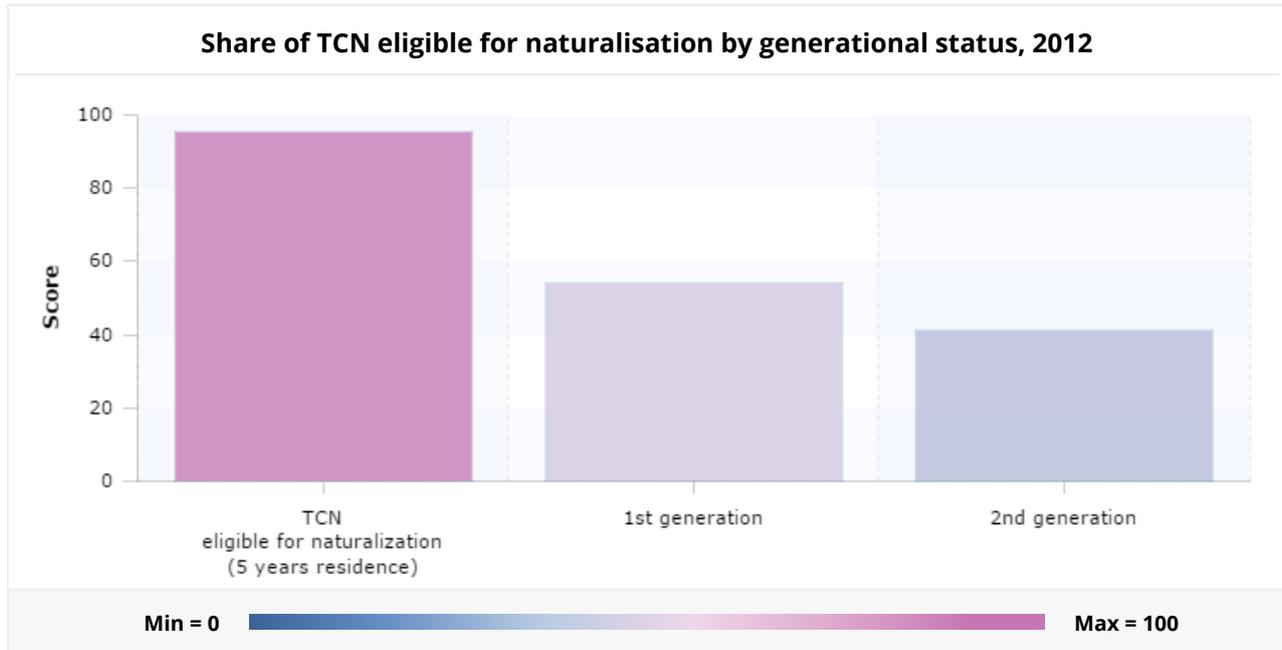
**Naturalisation is rarer and more restrictive in EE than in nearly all other developed democracies; A rights-based**

**procedure and dual nationality for EE-born and foreigners meeting the requirements may build a common sense of belonging and trust and boost integration outcomes**

## POTENTIAL BENEFICIARIES

### Who can become a citizen?

EE and LV have the highest shares of 'potential citizens'. Nearly all non-EU citizens are long-settled and meet the residence requirement to become EE citizens. EE and LV also have the largest shares of 2nd generation without the national citizenship (around 40% of non-EU citizen adults).



## POLICY INDICATORS

### How easily can immigrants become citizens?

EE and LV still have serious problems with citizenship. While EE's Integration Strategies encourage people to naturalise, EE citizenship policies are the most restrictive in the developed world—and many applicants see it that way. EE ranks 2nd to last, right behind LV. The 2015 amendments to the Citizenship Act—to be assessed in the next MIPEX—is an important step to reduce statelessness among non-citizens, but a missed opportunity to include new immigrants and their children.

#### Dimension 1: Eligibility

- As of the end of 2014, eligibility for EE citizenship was still one of the most restrictive and unfavourable from an integration perspective
- To apply, foreign-born adults must wait 8 years, which is average in MIPEX countries
- However 5 of these 8 years must be permanent/long-term residence, unlike most other countries
- EE also has no facilitation for spouses of nationals, as opposed to most other countries
- While the 2015 Act finally grants EE citizenship at birth to the children of stateless citizens, these provisions do not extend to foreign citizens and new immigrants, unlike in the majority of EU countries and several new countries of immigration (e.g. CZ)

#### Dimension 2: Conditions

- Most of the naturalisation requirements are average for Europe
- The language and citizenship tests are relatively favourable for applicants to learn

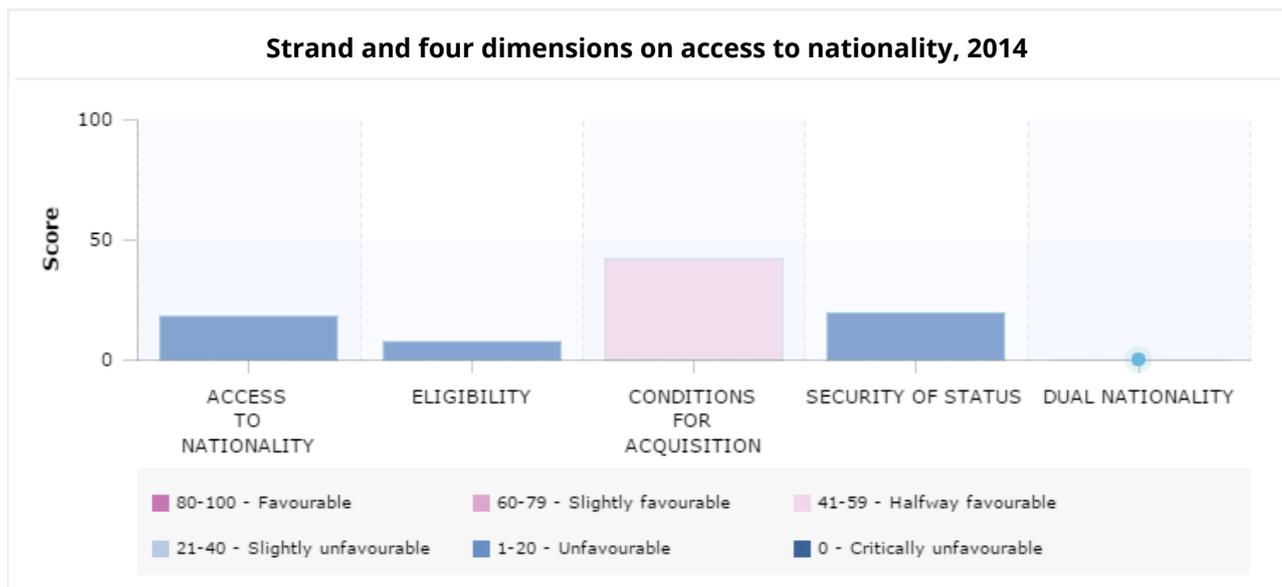
- Although requiring B1-level fluency is relatively high standard to set, vulnerable and Estonian-educated applicants are exempt, while others can prepare with free Estonian and citizenship courses and materials
- Instead of written tests, some other countries opt for less controversial methods, sometimes conducted by new citizens themselves: courses (e.g. BE, LU, NO) or interviews (FR, NZ, US)

### Dimension 3: Security of status

- These requirements are undermined by EE's discretionary procedure
- Applicants who meet all the requirements are not entitled to citizenship, unlike in most Northern European countries and recent reformers like PL
- New citizens also remain insecure in EE
- Authorities have many grounds to reject their application or later stripped of their citizenship at any time, even if EE would make them stateless

### Dimension 4: Dual nationality

- The renunciation requirement is one of the major obstacles to naturalisation in EE
- While the 2015 Act introduced an exception on humanitarian grounds, most non-EU citizens are still not entitled to become dual nationals, unlike in the majority of countries (25 MIPEX countries)
- The new 'option-model' proposed for the 2nd generation in EE is unique in the developed world, almost entirely abolished in DE in 2014



## POLICY BOX

EE guarantees state-subsidised EE language courses for foreign-language speakers. Costs of courses are refunded for applicants who pass the tests for A2, B1, B2 or C1 fluency. Since 2009, long-term residents can also take free courses to prepare to pass the Constitution and Citizenship Law test.

Compared to previous surveys, ethnic EE citizens' attitudes towards the simplification of citizenship requirements have become more supportive, with the vast majority (57%) finding that EE citizenship should be given to all children born in EE, regardless of their parents' citizenship, as well as all other people born in EE.

## REAL BENEFICIARIES

### How many immigrants are becoming citizens?

In 2014, 1,099 adults and 500 children were naturalised as EE citizens. The overwhelming majority were recognised non-citizens, alongside a small number of RU and UA citizens. Over the past decade, the total number of naturalisations in EE has fallen from between 4,000-7,000 between 2003-07 to 1,000-2,000 between 2008-14. The numbers of naturalising adults only slightly increased from 2012/3 to 2014.

## CONTEXTUAL FACTORS

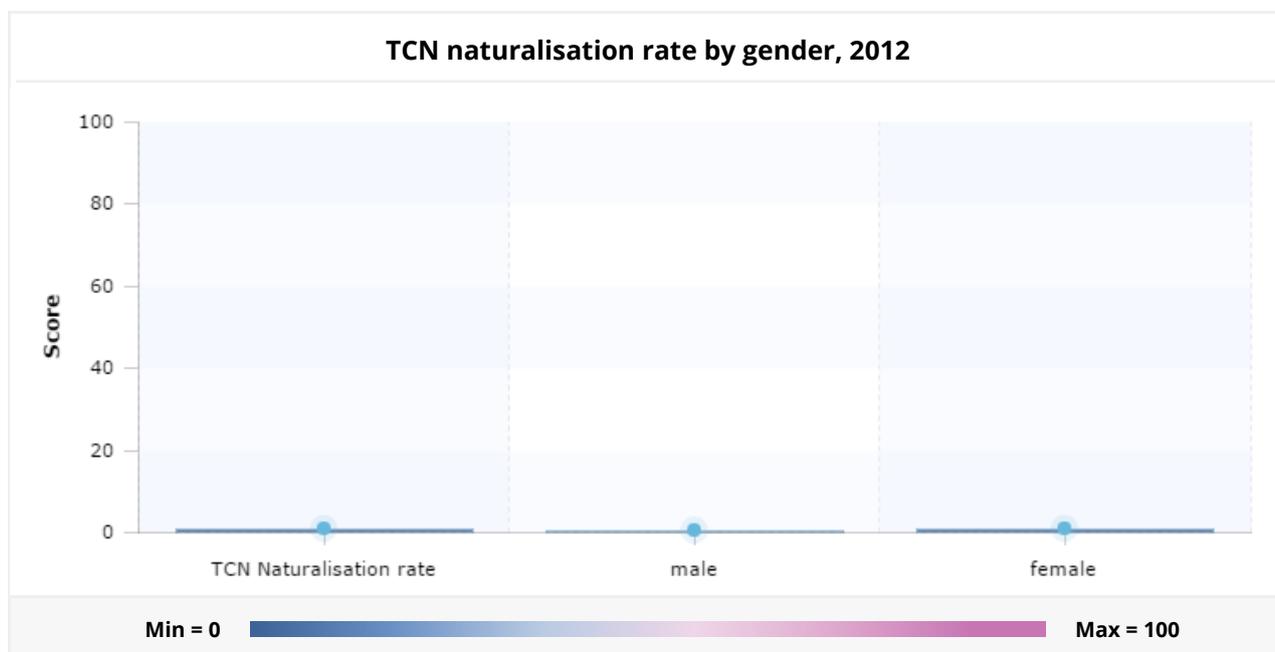
### What other factors explain why non-EU immigrants become citizens?

- Most long-settled and growing 2nd generation
- Most from developed countries and thus less likely to naturalise
- Nearly all from countries allowing dual nationality

## OUTCOME INDICATORS

### How often do immigrants become citizens?

By 2011/2, only an estimated 37% of non-EU-born adults had naturalised in EE, one of lowest shares in Europe. Men and women from non-EU countries are less likely to naturalise in EE than in any other EU country except CZ in 2012. EE's rate (0.5 naturalisations for every 100 non-EU citizens) was far below the EU average (3.4) and slightly below LV's in that year (1.2). EE's citizenship policies are the strongest factor determining naturalisation rates.



# ANTI-DISCRIMINATION

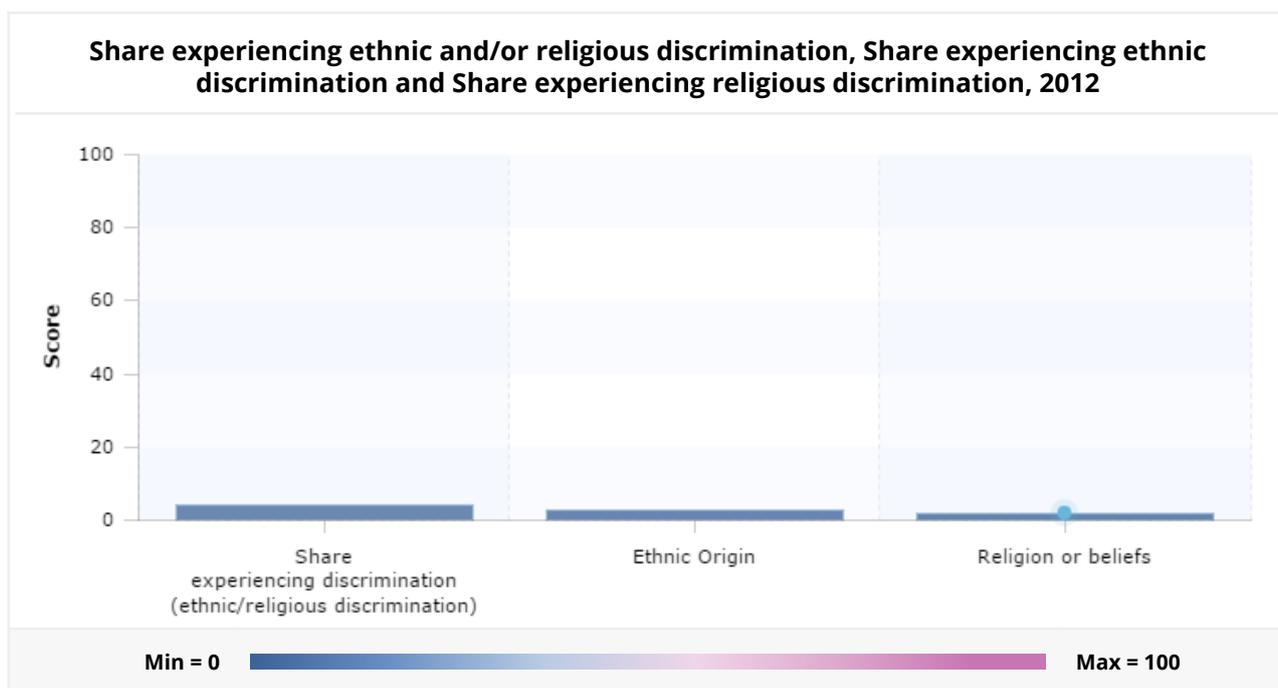
## KEY FINDINGS

**For EE's residents experiencing racial/ethnic, religious or nationality discrimination, the legal protections and support are newer and still weaker in EE than in any other EU country**

## POTENTIAL BENEFICIARIES

### Who said they experienced racial/ethnic or religious discrimination last year?

Racial, ethnic and religious discrimination is reportedly as common in EE as in the average European country. 2012 data suggested that 4.3% of people in EE felt that last year they had been discriminated against or harassed based on their ethnic origin (2.9%) and/or religion/beliefs (1.8%), compared to 4.2% on average in the EU.



## POLICY INDICATORS

### Is everyone effectively protected from racial/ethnic, religious, and nationality discrimination in all areas of life?

One of the last countries to implement EU anti-discrimination law, EE introduced basic EU-required protections with its 2009 Equal Treatment law (+15 from 17-to-32). Now residents of EE enjoy a basic but relatively weak access to justice in cases of racial, ethnic or religious discrimination. The protections are weaker in EE and LV than in 32 other countries around the globe, including all other EU Member States. Ranking 34th, EE only scores above countries without dedicated laws to fight discrimination (e.g. IS, JP, CH, TU). Now that standards are in place, they may be strengthened over time. Indeed, when anti-discrimination laws change in countries, it is generally for the better. Central European countries such as EE are making the greatest progress.

**Dimension 1: Definitions**

- EE's basic protections are halfway favourable for non-EU citizens to access justice
- These protections are very few (+38 points since 2009); Residents can now expect equal treatment in both the private and public sectors, including from the police force
- The definitions are stronger in 31 other countries
- Discrimination is not explicitly prohibited on the grounds of nationality/citizenship (see 22 other countries), associated/assumed characteristics (also 22 countries) or multiple grounds (see 8 countries)

**Dimension 2: Fields of application**

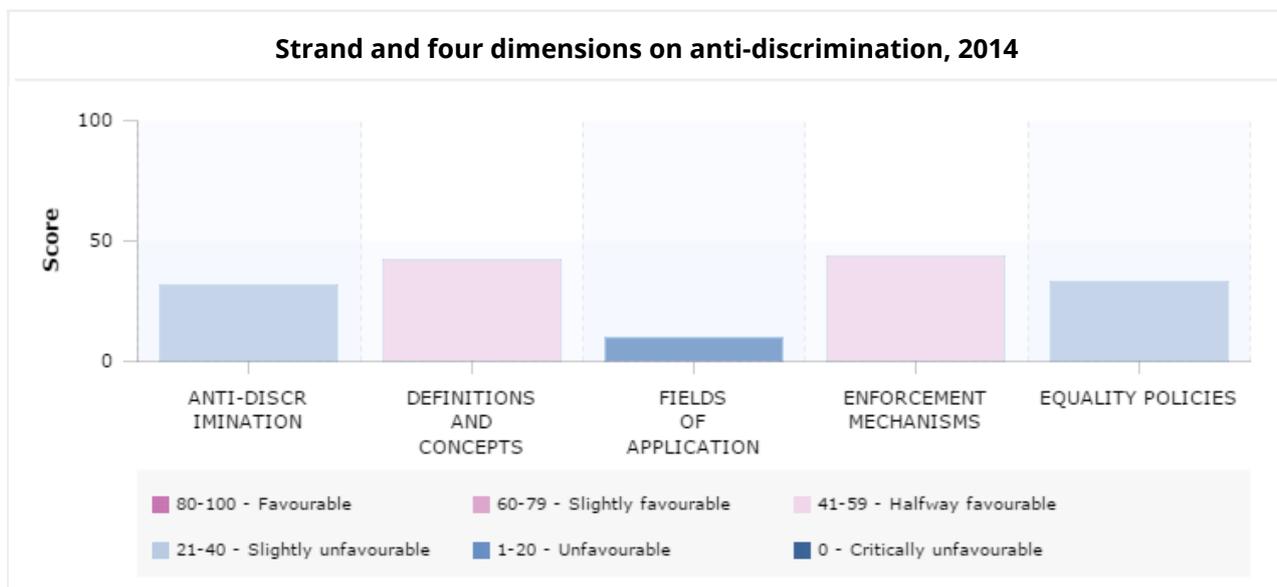
- EE and the other Baltics are the only EU countries doing the minimum required to fight discrimination under EU law
- Religious and nationality discrimination are still tolerated in many areas of life
- Residents are protected in all areas of life from racial/ethnic discrimination by only in employment/training from religious discrimination
- Protections are stronger in 35 other countries (even LV and LT)

**Dimension 3: Enforcement mechanisms**

- Potential victims of discrimination in EE face procedures that are halfway favourable for them to access justice, weaker than in 30 other countries
- Mechanisms to enforce the law are slightly weaker in LV and LT
- Since 2009, victims enjoy basic protections against victimisation while bringing forward their case (+13 points)
- Victims may have to bring forward a case without the support of equality NGOs and interpreters, without the use of class actions, situation testing or statistical evidence and ultimately with limited court sanctions

**Dimension 4: Equality policies**

- Residents can turn for help to a relatively weak equality body and weak state equality policies, with EE's policies ranked 26th tied with LV (see instead Nordics, LT, HU, SK, BG, RO)
- Since 2009 (+16), residents can receive independent advice from the Equality Commission and binding conciliation decisions from the Chancellor of Justice
- These equality bodies has limited powers to support victims in court
- Public authorities have few commitments to promote equality in society and the public sector; The State has not committed to key equality policies, like awareness-raising campaigns about discrimination and victims' rights (see instead Nordics, SI, PT, ES)
- Public equality duties and mechanisms may improve, based on the 2013 guidelines on cross-cutting issues in development plans



## REAL BENEFICIARIES

### How many racial/ethnic and religious discrimination complaints were made to equality bodies?

Discrimination cases are not collected and reported by national courts or other such institutions. The Commissioner for Gender Equality and Equal Treatment received 403 applications, including around 60 related to gender and 56 related to other 'possible cases of discrimination.' More specifically, 7 complaints were made on ethnic/racial discrimination and 2 on religious discrimination.

## CONTEXTUAL FACTORS

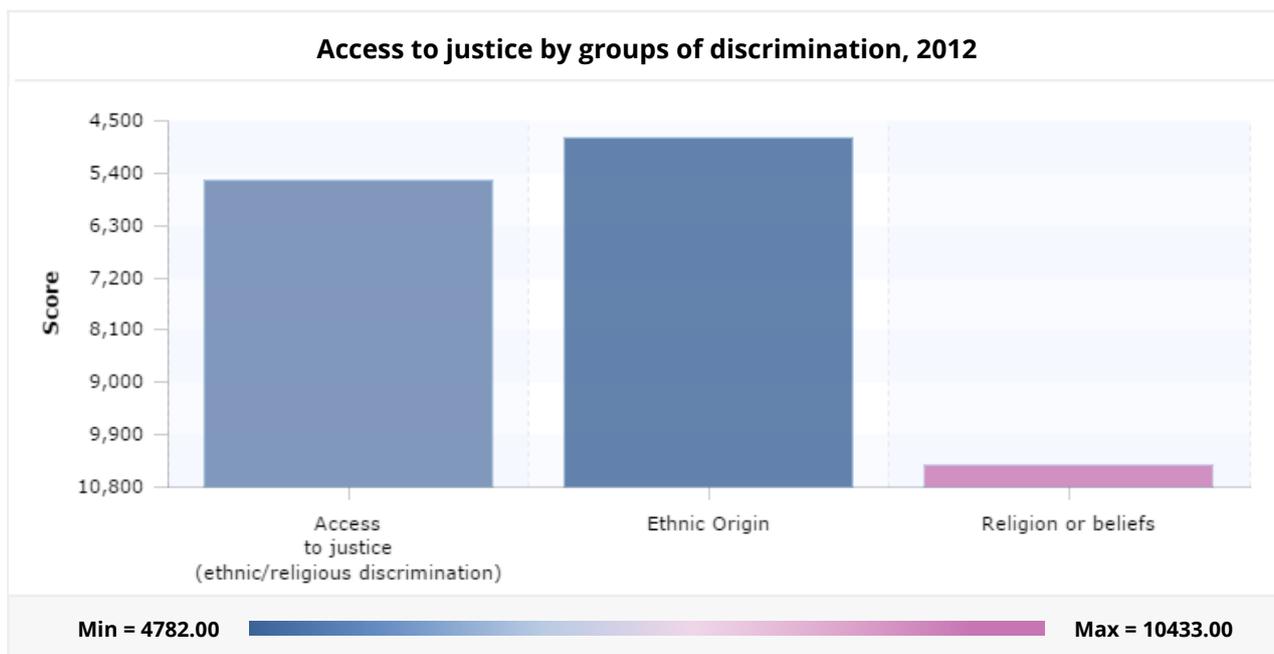
### What other factors explain whether potential victims report discrimination cases

- Only 30% of general public in EE know their rights as discrimination victims, one of the lowest levels in Europe
- Slightly higher levels of trust in police and justice system in EE than in other Baltics and Central Europe
- Most are not naturalised in Baltics and thus less likely to report complaints of discrimination

## OUTCOME INDICATORS

### How many complaints were made last year for every person who said they experienced racial/ethnic and religious discrimination?

Hardly any complaints are made to equality bodies compared to the sizeable number of people reportedly experiencing incidents of racial/ethnic or religious discrimination. These numbers are even lower in the countries with new and sometimes weak anti-discrimination laws and bodies: around 1 for every 5,000-6,000 potential victims in EE, BG, CZ, DE, GR, PL. Better data for more countries will confirm whether potential victims are more likely to report discrimination in the countries with stronger anti-discrimination laws, equality policies and bodies. What is clear is that most countries have not even taken the first steps to properly enforce and resource their anti-discrimination laws in order to guarantee the same access to justice for potential discrimination victims as they do for victims of other crimes and illegal acts.



# ANNEX:

# LIST OF INDICATORS



## 1. LABOUR MARKET MOBILITY

### 1.1 ACCESS

1. Immediate access to labour market; 2. Access to private sector; 3. Access to public sector; 4. Immediate access to self employment; 5. Access to self employment

### 1.2 ACCESS TO GENERAL SUPPORT

6. Public employment services; 7. Education and vocational training; 8. Study grants; 9. Recognition of academic qualifications; 10. Recognition of professional qualifications; 11. Validation of skills

### 1.3 TARGETED SUPPORT

12. State facilitation of recognition of qualifications; 13. Economic integration measures of TCNs; 14. Economic integration measures of youth and women; 15. Support to access public employment services; 16. Active information policy

### 1.4 WORKERS' RIGHTS

17. Membership in trade unions; 18. Access to social security; 19. Access to housing; 20. Working conditions



## 2. FAMILY REUNION FOR FOREIGN CITIZENS

### 2.1 ELIGIBILITY

21. Residence period; 22. Permit duration required; 23. Permits considered; 24. Eligibility for spouses and partners; 25. Minor children; 26. Dependent parents/grandparents; 27. Dependent adult children

### 2.2 CONDITIONS FOR ACQUISITION OF STATUS

28. Pre-entry integration requirement; 29. Post-entry integration requirement; 30. Accommodation; 31. Economic resources; 32. Cost of application

### 2.3 SECURITY OF STATUS

33. Maximum duration of procedure; 34. Duration of validity of permit; 35. Grounds for rejection, withdrawal, refusal;

36. Personal circumstances considered; 37. Legal protection

### 2.4 RIGHTS ASSOCIATED WITH STATUS

38. Right to autonomous residence permit for partners and children; 39. Right to autonomous residence permit in case of widowhood, divorce, separation, death or violence; 40. Access to education and training; 41. Access to employment and self-employment; 42. Access to social benefits; 43. Access to housing



## 3. EDUCATION

### 3.1 ACCESS

44. Access to pre-primary education and compulsory education; 45. Compulsory education as a legal right; 46. Assessment of prior learning; 47. Access to non-compulsory education; 48. Access to vocational training; 49. Access to higher education

### 3.2 TARGETING NEEDS

50. Educational guidance at all levels; 51. Provision of support to learn language of instruction; 52. Migrant pupil monitoring; 53. Measures to address educational situation of migrant groups; 54. Teacher training to reflect migrants' learning needs

### 3.3 NEW OPPORTUNITIES

55. Support for teaching immigrant languages; 56. Support for teaching immigrant cultures; 57. Measures to counter segregation of migrant pupils and promote integration; 58. Measures to support migrant parents and communities; 59. Measures to bring migrants into the teacher workforce

### 3.4 INTERCULTURAL EDUCATION FOR ALL

60. School curriculum to reflect diversity; 61. State supported information initiatives; 62. Adapting curriculum to reflect diversity; 63. Adapting daily school life to reflect diversity; 64. Teacher training to reflect diversity



#### 4. POLITICAL PARTICIPATION

##### 4.1 ELECTORAL RIGHTS

65. Right to vote in national elections; 66. Right to vote in regional elections; 67. Right to vote in local elections; 68. Right to stand in local elections

##### 4.2 POLITICAL LIBERTIES

69. Right to association; 70. Membership in political parties

##### 4.3 CONSULTATIVE BODIES

71. Strength of national consultative body; 72. Strength of regional consultative body; 73. Strength of capital consultative body; 74. Strength of other local consultative body (average)

##### 4.4 IMPLEMENTATION POLICIES

75. Active information policy; 76. Public funding/support for national immigrant bodies; 77. Public funding/support for regional immigrant bodies; 78. Public funding/support for immigrant bodies at local level in capital city; 79. Public funding/support for immigrant bodies in other city with largest migrant population



#### 5. PERMANENT RESIDENCE

##### 5.1 ELIGIBILITY

80. Residence period; 81. Permits considered; 82. Time counted as pupil/student; 83. Periods of prior-absence allowed

##### 5.2 CONDITIONS FOR ACQUISITION OF STATUS

84. LTR Language requirement; 85. Economic resources; 86. Costs of application

##### 5.3 SECURITY OF STATUS

87. Maximum duration of procedure; 88. Duration of validity of permit; 89. Renewable permit; 90. Periods of absence allowed; 91. Grounds for rejection, withdrawal, refusal; 92. Personal circumstances considered before expulsion; 93. Expulsion precluded; 94. Legal protection

#### 5.4 RIGHTS ASSOCIATED WITH STATUS

95. Access to employment; 96. Access to social security and assistance; 97. Access to housing



#### 6. ACCESS TO NATIONALITY

##### 6.1 ELIGIBILITY

98. Residence period; 99. Permits considered; 100. Periods of prior-absence allowed; 101. Requirements for spouses and partners; 102. Birth-right citizenship for second generation; 103. Birth-right citizenship for third generation

##### 6.2 CONDITIONS FOR ACQUISITION

104. Naturalisation language requirement; 105. Naturalisation integration requirement; 106. Economic resources; 107. Criminal record; 108. Good character; 109. Costs of application

##### 6.3 SECURITY OF STATUS

110. Maximum duration of procedure; 111. Additional grounds for refusal; 112. Discretionary powers in refusal; 113. Legal protection; 114. Protection against withdrawal of citizenship

##### 6.4 DUAL NATIONALITY

115. Dual nationality for first generation; 116. Dual nationality for second/third generation



#### 7. ANTI-DISCRIMINATION

##### 7.1 DEFINITIONS AND CONCEPTS

117. Law covers direct/indirect discrimination, harassment, instruction; 118. Law covers discrimination by association & on the basis of assumed characteristics; 119. Law applies to natural & legal persons; 120. Law applies to public sector; 121. Prohibitions in law; 122. Law covers multiple discrimination

##### 7.2 FIELDS OF APPLICATION

123. Employment & vocational training; 124. Education;

125. Social protection; 126. Access to and supply of public goods and services, including housing; 127. Access to and supply of public goods and services, including health

### 7.3 ENFORCEMENT MECHANISMS

Note: For discrimination on grounds of race/ethnicity, religion/belief and/or nationality 28. Procedures available for victims; 129. Shift in burden of proof in procedures; 130. Law accepts situation testing& statistical data; 131. Protection against victimisation; 132. State assistance for victims; 133. Role of legal entities in proceedings; 134. Range of legal actions; 35. Range of sanctions

### 7.4 EQUALITY POLICIES

Note: For discrimination on grounds of race/ethnicity, religion/belief and/or nationality 136. Mandate of specialised equality body; 137. Powers to assist victims; 138. Powers as quasi-judicial body; 139. Legal standing in procedures; 140. Powers to instigate proceedings and enforce findings; 141. Active information policy and dialogue; 142. Ensuring compliance of mainstream legislation; 143. Public bodies obliged to promote equality; 144. Law covers positive action measures



## 8. HEALTH

### 8.1 ENTITLEMENT TO HEALTH SERVICES

145. Health entitlements for legal migrants; 146. Health entitlements for asylum-seekers; 147. Health entitlements for undocumented migrants; 148. Administrative discretion and documentation for legal migrants; 149. Administrative discretion and documentation for asylum-seekers; 150. Administrative discretion and documentation for undocumented migrants

### 8.2 POLICIES TO FACILITATE ACCESS

151. Information for service providers about migrants' entitlements; 152. Information for migrants concerning entitlements and use of health services; 153. Information for migrants concerning health education and promotion; 154. Provision of 'cultural mediators' or 'patient navigators' to facilitate access for migrants; 155. Obligation and sanctions for assisting undocumented migrants

### 8.3 RESPONSIVE HEALTH SERVICES

156. Availability of qualified interpretation services; 157. Requirement for 'culturally competent' or 'diversity-sensitive' services; 158. Training and education of health service

staff; 159. Involvement of migrants in information provision, service design and delivery; 160. Encouraging diversity in the health service workforce; 161. Development of capacity and methods

### 8.4 MEASURES TO ACHIEVE CHANGE

162. Collection of data on migrant health; 163. Support for research on migrant health; 164. Health in all policies" approach; 165. Whole organisation approach; 166. Leadership by government; 167. Involvement of migrants and stakeholders

# PARTNERS

## SPONSORS



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## LEADING PARTNERS



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Consumers, Health, Agriculture and Food Executive Agency



### IOM

International Organization for Migration



## PARTNERS




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