



Integration Policies and Measures

Case Study of Good Practices in Sweden, Denmark and Great Britain

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INTRODUCTION

Having remarkably increased after World War II, the immigration into the countries of Western Europe, partially encouraged by the countries themselves, has made integration one of the most important political issues in almost all European Union countries. Alongside such traditionally popular immigration destinations as Great Britain, Germany, France and Nordic Countries, former so called “immigration source countries” such as Spain, Italy, Portugal and Greece are facing immigration and integration problems today. The issues of immigration and integration have become the focus of political arguments in almost all the countries. In addition, the issue of immigration has made its way into political debates on the European Union level directing the Union towards the development of uniform immigration and integration policy. The initial post-war optimistic outlook on fast and effective integration during one generation and the “multicultural era” of the 1970s is now being replaced by considerably more pessimistic views about the possibility of immigrants and native population co-existing in equality and harmony. The belief that the integration policy in effect so far has failed is becoming dominant in many European countries. In some countries the criticism is based on the idea that continuous immigration has placed some strain on the viability of the welfare state model. In others, the focus is on the difference in values of the immigrants and native population stemming from their cultural backgrounds, which leads to the fragmentation of society and the decrease of both internal and external security. “The war against terrorism” has given the integration problems of Muslim immigrants especial priority alongside the issues of the social status of women immigrants.

Although Estonia initiated its state integration policy remarkably later than European countries and even though its history of integration is rather short, it still can be compared to the countries that have already been implementing their integration policies since 1960s. The purpose of the current research is to give an overview of the integration policies employed by Sweden, Denmark and Great Britain as well as to indicate changes and directions in their policies. Studying other countries’ best practices will enable Estonian policymakers to obtain the information and ideas about successful policy measures and to use them in Estonian policy development. On the other hand, it is a comparison method that would enable Estonia to assess its policy by comparing itself to other countries. That is why the given study not only describes best practices in the field of policy measures, but also emphasises the general goals, structure and benchmarks of integration policy that Estonian policy developers could compare theirs too.

Still, emphasising other countries’ successful policy measures does not imply an obligation to take them over automatically. What plays an important role in any country’s integration policy development is the existing ethno-political situation and the history of its development, as well as many other factors carrying great weight in reaching political consensus. It must be stressed that the measures presented in the research are only partially applicable to Estonia as there are no other countries in Europe, with the exception of Latvia, with a similar history of immigration and a structure of immigrants.

Both, the duration of the experience of implementation of integration policies dating back to the 1960s-1970s in all the three countries and various expert statements assessing the integration policies of European countries determined the choice of the countries included in this research. Sweden has been

considered as displaying one of the best practices of Europe in immigrants' integration and employing the immigrant-directed policy.¹ Since its start, Swedish integration policy has originated from the principles of state welfare policy, where the objective of the integration is the uniformity of the standards of living of the immigrants and native population. Danish integration policy was initially similar to the Swedish model with the emphasis on achieving the economic and social equality of immigrants and native population. However, since year 2000 Danish immigration and integration policy has taken a sharp turn and started moving in a new direction: from the integration emphasising multiculturalism and based on social benefits to imposing strict limits on immigration and making the immigrants mainly responsible for the integration progress. Other countries, the Netherlands and Germany, for example, have also moved from the welfare state support model towards making it the immigrants' obligation to become integrated. Danish integration policy is now focused on better integrating immigrants into the job market and thus decreasing their dependence on social benefits; it is namely the policy measures in this field that have been a good practice example for Estonia. In addition, both Sweden and Denmark have delegated activity and responsibility in their integration policy administration to the local level, considering this level the most effective in implementing integration policy. In describing the administrative order of integration policies of both countries, the current research pays attention to the role of local councils, which is still rather modest in Estonia. Great Britain, in turn, is one of the European countries with the longest integration experience, however the reason for including its practices in the study was its large-scale anti-discrimination policy which as a part of integration policy is still underdeveloped in Estonia.

In the course of the research, the measures used in various fields of integration policy such as education, employment, involvement in public affairs and the struggle against discrimination were mapped. In addition to analysing specific measures, the objective of the researches was to describe the administrative arrangements of integration policies in these countries and to bring forth the responsibilities and the scope of activity of different government levels.

Several important general observations for Estonian integration policy could be concluded from the analysis of the integration policies of the countries included in the study:

(1) Government as an example. Apart from the roles of the integration policy developer, administrator, advisor and implementation inspector, the government has to play another major role - that of setting an example. The government and more generally the public sector of all the three countries has taken on the responsibility of being the pioneer in implementing the principles stated in the integration policy. The government can set a positive example and develop the best practice of fostering integration. Both Great Britain and Sweden have declared the role of the government being a good example in their integration policy, for instance, by undertaking the measures to support the employment of people of ethnic minority or immigrant background in public sector and thus setting an example for private sector. The samples of these policy measures are given in the subchapter on employment market.

1. The latest research in the field, Migrant Integration Policy Index MIPEX 2007, placed Sweden at the top, whereas it outperformed Canada so far regarded as a multicultural model state (see www.integrationindex.eu)

(2) *Targeted activities versus mainstreaming*: integration is the policy area that does not only mean the development of special measures for the immigrant target group but also touches upon almost all the so called general policies from education and employment to regional development and external security.

The OSCE report² comparing integration policies of seven countries refers to the integration policy characteristic trend of moving from *targeted activities* meant for specific target groups to the method of *mainstreaming* (OSCE 2006: 34). While such targeted activities for specific target groups as language instruction and 'business start support' remain popular, it has been increasingly understood that in addition to those measures the problems of immigrants and their descendents need some reflection in general policy areas. Thus, for example, not only the organisation of language courses for immigrants is important, but also taking them into consideration as a target group in providing government services. Mainstreaming has emerged as an important principle of implementing integration policy in all the three countries studied in the present report. Mainstreaming refers to a policy measure of integrating the problems and needs of specific groups (for instance, immigrants and ethnic minorities) into the state's important programmes and policies thus providing a more integrated approach to solving the problems of these groups and the whole society. None of the three countries has a single all-round state integration programme; their integration policy consists of both general and specific programmes combined. Sweden has approved a state integration strategy that defines the general goals of integration while specific measures and activities have been developed in the course of specific area policies such as education, labour market, and discrimination. The mainstreaming method requires the existence of discrimination legislation and the screening of state policies and programmes, while at the same time analysing factors that influence integration, and the existence of competences for cross-cultural communication.

(3) *The local council carrying the responsibility of integration policy implementation*: In all the three countries local councils play an enormous role in the realization of integration policy. As a rule, it is the ministry that frames and works out the measure, but its implementation mostly happens on the local level. Thus, for example, in Denmark the language instruction programme for adult immigrants is composed and financed by the ministry, but the language courses are organised by local councils. Additionally, local councils themselves have been active in integration policy development. The current research thoroughly describes the integration policy of the city of Malmö, Sweden.

2. The countries under comparison were Denmark, France, Germany, Netherlands, Sweden, Great Britain and Canada.

Although no significant inflow of new immigrants in the nearest years has been predicted for Estonia, the authors of the current research have considered it useful to give an overview of the measures used by European countries for the reception of new immigrants and their integration. It is becoming a common practice in Europe to sign so called integration contracts that can be obligatory for an immigrant or linked to certain conditions such as liability for social benefits. A separate chapter deals with integration contracts.

The report of the study consists of two parts, the first of which gives an overview of the immigration history, integration policy development process and its administrative arrangements in the analysed countries. The second part of the report is focused on particular policy areas and the actions implemented there, giving some examples of the projects and programmes that are being employed. Keeping in mind the challenges and problems of integration policy in Estonia, good practice examples are given in separate text boxes. In order to give more thorough descriptions of the measures mentioned in the research as well as additional reading for those interested in the issue there is a list of useful Internet links at the end of each chapter.

PART I: THE HISTORY OF IMMIGRATION INTO SWEDEN, DENMARK, AND GREAT BRITAIN AND THEIR STATE INTEGRATION POLICIES

Sweden

Population and Immigration History

Sweden has been a destination of international migration since the end World War II. In 2002, immigrants constituted 12.2 per cent of the whole population (about 1.1 million people).³ In comparison with other countries, Sweden is in the forefront of the Western European countries in terms of the proportion of immigrants; the only country ahead of Sweden in this respect is Luxembourg where immigrants form 33 per cent of the population (OECD 2006). The data about the population of the countries studied in the current research is provided in the Appendix in Table 1.

A large proportion of immigrants come from the Nordic Countries and Western Europe, with the Finnish community being the largest and constituting 17 per cent of all the immigrants. Finland as the main source of immigration is numerically followed by Serbia and Montenegro (7 per cent), Iraq (6 per cent), Bosnia and Herzegovina, Iran (5 per cent each) and Poland (4 per cent). The list of the countries that Swedish immigrants originate from characterises perfectly the country's immigration policy where the emphasis in the last decades has been on accepting asylum seekers and refugees fleeing from wars and conflict areas.

However, the first group of immigrants in 1950s chiefly consisted of labour immigrants from other European countries. The so called first immigration period of 1950-1960s is described as labour force immigration, and refugees from outside Europe formed just a small part of all the immigrants. This period can be characterised by Sweden's rapid economic growth that was influenced by the post-war reconstruction processes in neighbouring countries, and which was only possible due to importing workforce from West Germany and Nordic Countries as a start, and later from Greece, Yugoslavia and Turkey.

By the end of the 1960s economic growth started slowing down and the protests against labour immigration began, mainly on the part of labour unions that emphasised numerous negative side-effects in connection with immigration. In 1968, new immigration rules were established that required workers from anywhere but Nordic Countries to apply for work and residence permits even before entering the country, which brought on a significant decrease in labour immigration. The 1970s were the starting point of another type of immigration: the arrival of refugees and asylum seekers. This form of immigration became an especially massive one in the 1990s due to the multiplication of the number of armed conflicts in the world, but also in Europe after the collapse of communist regimes. The change of the character of immigration caused the change in the list of immigration source countries. Thus, the majority of immigrants in 1970s originated from Chile, Poland and Turkey; in the 1980s, from Chile, Ethiopia and Iran; and in 1990s, from Iraq, Yugoslavia, and the rest of Eastern Europe (Bevelander 2004:8).

³. Refers to a group of people born outside Sweden, which does not include second or third generation immigrants born in Sweden.

Between 1984 and 2001 Sweden received about 400,000 asylum seekers' applications, 40 per cent of which were the refugees from former Yugoslavia. Together with refugees from Iraq and Iran (refugees from either country constitute 10 per cent of asylum seekers), these countries provided the lion's share of asylum seekers in these years (Bevelander 2004:12).

The so called non-native residents of Sweden can roughly be divided into three large groups:

- (1) Immigrants from Nordic Countries, mainly from Finland, who benefit from special conditions (as to their rights) provided by the treaty of cooperation between Nordic Countries and their history. It includes people who arrived in Sweden in 1950s-1960s in order to find work there and whose integration problems were quite minor compared to those of other, later arrivals;
- (2) People who immigrated from Europe (except Nordic Countries) and Turkey in order to find work and whose immigration period fall between years 1950-1970;
- (3) Refugees and asylum seekers who have formed the main group of immigrants since 1970s and are now one of the main target groups of integration policy.

People immigrating due to family reasons (family reunion or marriage), in turn, form an additional group to the major ones.

Swedish Integration Policy

As a large proportion of people who immigrated in 1950s-1970s were migratory workers from other European countries, a large part of whom after a while returned to their native countries, and the integration of the remaining ones flowed without any major problems, so the need for nationally coordinated state integration policy in Sweden did not emerge. However, the change in the nature of immigration alongside language and cultural diversity shortly brought up the issue of the necessity of state integration policy. The first state integration policy document was adopted in 1957 and stated the goals of integration based on three principles:⁴

- (a) *equality* – the equality of living standards of immigrants and Swedes. This principle originated from Sweden's welfare state model which makes the social and economic equality of the native population and immigrants (in terms of their income and social security) the main goal of integration policy.
- (b) *Freedom of choice* – immigrants' freedom to choose between voluntary assimilation and retaining their specific identity. This freedom refers to both culture and the use of language – either assimilating one's children into Swedish-speaking community or keeping one's mother tongue could be chosen.
- (c) *Partnership* – promoting mutual understanding, tolerance and solidarity through co-operation and partnership between immigrants and the native population. The implementation of this principle is also supported by the state, i.e. by special funding of immigrant organisations.

4. This is why the Swedish integration model has also been presented as an example of multicultural democracy, alongside with Canada and Australia that also stated the goal of their immigrants' integration policy as the creation of multicultural democracy in the 1970s. Later, in 1980s, these were followed by Great Britain and the Netherlands.

It was one of the first policies after that of Canada that set multiculturalism as its objective. In 1980s-1990s, a need emerged to reword the integration policy objectives due to the great number of asylum seekers. In 1998, Riksdagen passed the new integration policy document (*Sweden, future and diversity - from immigration policy towards integration policy, 1997/98:16*) that partially reworded the principles of integration. *Participation, delegation of authority and individual responsibility* became the new key words. According to the approved programme, integration takes place on two levels: that of an individual and of a community. In addition, the government's vision clearly refers to a bi-directional process that calls for "a new attitude towards planning which sees integration as a mutual, creative and stimulating process of changes that covers the whole society and not as a process that assumes one-way conformity of immigrants" (1997/98:16). The policies of gender equality and fighting against the ethnic discrimination, xenophobia and racism have also become important parts of integration policy.

In 2001, the government of Sweden presented the report *Swedish integration policy in the 21st century* (2001/02:129) which contained the analysis of integration policy so far and determined its future trends. The report acknowledges that since Riksdag's approval of the state integration policy in 1998 and due to the mainstreaming effect caused by its implementation, the general awareness of integration needs and challenges has increased in society as a whole and, first and foremost, in the organisations directly connected to integration, as well as in the public sector. The report states the integration of immigrants into labour market and the finding a solution to their high unemployment rate in comparison to the native population remain the main challenges of integration policy. In addition to the unemployment issue, placing greater focus and resources on the policies targeted at immigrant children and youngsters, gender equality, and on development of common values in society are seen as the main aspects in need of improvement. Additionally, the government places importance on clearly defining the public sector's and organisations' scope of activity and responsibility in the area of integration policy.

Swedish Citizenship Policy

Swedish citizenship policy is based on the principle of descent (*jus sanguinis*), which means that the citizenship is automatically acquired if one of the parents is a Swedish citizen at the moment of a child's birth. The second citizenship policy principle is avoiding statelessness (i.e. having no citizenship at all); thus if provisions based on the law can leave a person without any citizenship, these provisions are not

One of the main principles of Swedish citizenship policy is the avoidance of statelessness which means that if provisions based on the law can leave a person without any citizenship, these provisions are not implemented. Granting the citizenship by following a simplified procedure is given to the children without any citizenship born in Sweden or to the children, who have lived in Sweden with a residence permit for at least five years. Additionally, citizenship following a simplified procedure is given to young people who have lived in Sweden with a residence permit for at least 5 years by the time they are 18.

implemented. The new Citizenship Act in force since 2001 also legalised, previously banned, double citizenship, leaving naturalised citizens a possibility to keep their previous citizenship. The Act also implies a territorial principle (*jus soli*) which enables several different groups of residents to receive citizenship following a simplified procedure.

Basically, implementing the principle of jus soli with certain conditions means that all the children born in Sweden or young people brought to Sweden as children have a possibility to obtain the citizenship following a simplified procedure. The conditions for naturalisation are rather simple compared to many other European countries: the duration of stay for 5 years principle is valid (3 years for residents without citizenship and 2 years for citizens of Nordic Countries) and the requirement stating that a person „has led and can be expected to lead a respectable life”.⁵ Thus, Swedish citizenship policy predisposes a higher naturalisation rate. 35,000 people on average are naturalised every year, which constitutes 7.5 per cent of all the foreigners in the country. In comparison to that, the naturalisation rate of Denmark is 4 per cent and that of Great Britain is 3 per cent of immigrants a year (see table 2 in the Appendix).⁶ The Swedish Migration Board deals with citizenship questions.

Intergration Debate

In the course of its history, Swedish integration debate has been characterised by a positive predisposition towards refugees and asylum seekers which is partly caused by deep entrenchment of the solidarity principle in society and also by the state’s determination to help refugees from all over the world based on that principle. Such discourse of Sweden’s moral obligation to the world has also supported the state’s integration policy. Additionally, the issue of immigration and refugees has not been under public scrutiny in comparison, possibly, to some other European countries, due to which the emergence of extremist anti-immigrant organisations has been much less noteworthy.

Nyamko Sabuni, the new integration minister since 2006, has set immigrants’ integration into labour market her priority. The employment of native Swedes outperforms that of the citizens of non EU countries by 27.6 per cent, and the difference is even bigger among women and young people (MIPEX 2007). That is why promoting integration in labour market has been set a priority concentrating, among other things, on the anonymity requirement for the application procedure in public sector, a new language learning system, the creation of a parliament committee in order to discuss the labour force migration, and several other concomitant problems such as developing immigrants’ skills, creating new jobs and developing the network of housekeeping services (babysitting, housekeeping). Additionally, political attention has been focused on fighting discrimination.

Organisation and Levels of Responsibility of Integration and Minority Policy

In connection with new integration policy development in 1997-1998 the coordination of integration and immigration areas was also restructured. The integration department (*Integrationsverket*) was divided into two organisations, Migration Board and Integration Board, both being subject to the Ministry of Industry, Labour Market and Communications. In 2006, Sweden changed its structure of

5. The Swedish Citizenship Act, March 2001

6. Such a comparison of naturalisation rates, however, should be regarded with certain reservations as apart from the citizenship policy it is also influenced by the immigrants’ country of origin and several other factors. For example, when dealing with mainly refugees and asylum seekers who have lived in the country for quite a while, it can be assumed that they have a greater interest for the citizenship of the country of residence while foreigners residing in the state because of work (for example, a large number of USA citizens in Great Britain working in London headquarters of international corporations) might not be interested in obtaining the citizenship of the country of residence.

implementing integration policy once again, creating a special Ministry of Integration and Gender Equality, which took over the responsibilities of the Integration Board.

The responsibilities of the Ministry of Integration and Gender Equality are rather wide and versatile, covering the following areas: the development and support of democracy in Sweden, the development of co-operation with non-governmental organisations, the co-ordination of integration policy, the development of adaptation programmes for immigrants, the development of anti-discrimination actions, the co-ordination of the government's actions in promoting gender equality, the issues of consumers' rights, the development and implementation of citizenship policy and legislation, the policy for ethnic minorities' protection and the actions in support of their culture and languages, human rights issues, the policy for big cities' sustainable development, and youth policy. Its responsibility in the area of integration is to monitor the process of integration; to develop the policies for the areas of integration, discrimination and diversity; to co-ordinate horizontal integration actions and to implement state adaptation programmes in co-operation with local governments. Organizing co-operation with the Labour Market Department in order to provide immigrants and refugees with integration possibilities into labour market is also the ministry's task.

In order to ensure that the policy is interconnected with the largest possible number of sectors and political levels, the government has systematically tried to introduce the principle of mainstreaming, which states that the goals of integration policy must be incorporated into other policy areas. Labour market, education and healthcare policies, as well as housing, are the most important for the integration. Additionally, examples of mainstreaming include extensive legislation in the area of discrimination, developmental initiatives for the areas of large cities with the majority of immigrant population but also a far clearer responsibility division between different government bodies than before. With the approval of the integration policy document in 1998, respective changes were introduced into the regulation about the functioning of and responsibility of different government bodies and organisations (1995:1322). The changes stated that the public sector institutions must take into consideration the ethnic and cultural diversity existing in society in the process of planning all their actions and policies. In 2000, an inter-ministry working group (including the Ministries of Justice, of Foreign Affairs, of Social Affairs, of Education, of Culture, and of Agriculture) was established whose responsibility was to co-ordinate the government's actions in the integration policy area, to ensure that the goals of the policy were integrated into other policy areas and to help monitor and assess its performance.

In 1980s, special state-funded programmes for newly arrived immigrants and refugees were developed, and these included integration measures in the areas of Swedish language acquisition, education, labour market integration as well as providing housing. The development and funding of adaptation programmes does take place on the state level (Integration Board at first; the ministry since 2006), but their implementation and the responsibility for immigrants' integration has largely been the task of local governments. In 1998, the integration document clearly stated that local governments were to organise implementation of adaptation programmes on the principle of individual approach, which meant that the plan of actions had to be compiled by consulting every refugee or arrived immigrant and by taking into consideration their specific needs. The objective of such approach is to avoid giving the

immigrants a passive role. Adaptation programmes are meant to prepare and ensure an immigrant's smooth transition into the labour market. Before a programme starts, every person is assessed as to whether they are ready to enter the labour market at once; if not, an individual plan of action is compiled for every immigrant. The plan mostly includes Swedish language courses and a general introduction into Swedish society and culture. The participation in a programme is not obligatory, but one who has started it has to follow it through in order to receive the social benefits granted by the state. Local governments often organise different ceremonies for naturalised citizens thus welcoming new citizens. At the same time, implementation of integration policy by local governments has been criticised despite significant steps forward. The absence of clear methods or structures in order to identify and carry forward the best practices from one local government to another can be given as an example. Numerous directives and policy recommendations for improving or enhancing the programmes on the state level have also been issued, but regular upgrades of the programme itself have not been developed. There are numerous innovative initiatives at the local level, but their performance might not provide the minimal required effectiveness.

One characteristic aspect of the Swedish integration policy are the local development agreements. The state and a local government enter such an agreement in order to ensure sustainable development and to stop ethnical segregation mainly in the most sensitive parts of big cities (Stockholm, Göteborg, Malmö). Big cities' projects aim at solving the segregation problem by improving education opportunities with special emphasis on the opportunities for immigrant women and on decreasing crime rate among immigrants. A downward approach is used in order to achieve the specified goals, which means involving the residents of the areas in question themselves in the process of improving the situation by organising different dialogue promoting events, creating meeting points and other similar initiatives. The biggest project at hand within the framework of agreements on local development has so far been "Metropolitan policy" which has also been a good practice for other countries offering a relatively successful method for decreasing ethnic segregation and social isolation in cities.

One of the most important links between the Swedish state and local governments is County Administrative Council (CAC). A CAC is a state representing executive body at the county level whose responsibility is to ensure that the decisions made by the government and the Riksdag have the biggest possible effect and best performance in the respective county. CACs are also responsible for ethnic minorities' right to use their mother tongue in communication with public services and the courts. The latter is mostly the task of the county administrative council of Norrbotten which ensures that it is possible for those who speak Finnish, Sami or Meänkieli⁷ as their mother tongue to use it for communication with state institutions. CAC also distributes government subsidies to local governments to support respective actions (i.e., for instance, the use of ethnic minorities' language). Every year CAC provides the government with a report on allocating government subsidies and the results of different regional initiatives.

7. Meänkieli (lit "our language") is a Finno-Ugric language spoken in the Northern parts of Sweden. It is intelligible to Finnish speakers, but due to political and historical reasons considered a minority language in Sweden. Meänkieli is spoken by approximately 40,000-70,000 people. Meänkieli was given the status of a minority language in Sweden on 1 April 2002.

Denmark

Population and the History of Immigration

Traditionally, Denmark has not considered itself an immigration country and refugees, foreign workers and their families constitute just a small proportion of the otherwise homogeneous population. As at 2001, immigrants comprise 6.3 per cent of the Danish population.⁸ Compared to year 1995, the proportion of residents of foreign origin has increased, but that has mainly happened due to the so called secondary immigration (family reunions and marriages) and to higher population growth among people of foreign origin. At the same time, the number of immigrants has been decreasing year by year, which is caused by Denmark's stricter immigration policy. The countries' data on the population of foreign origins is presented in Table 1 of the Appendix.

Danish immigration and integration policy distinguishes between three groups of immigrants:

- (1) the biggest group comprises asylum seekers; with their application for asylum satisfied they obtain refugees' status;
- (2) the second biggest group consists of people who have entered the country in order to be reunited with their families, for example, by marrying a Dane or a person living in Denmark with a residence permit;
- (3) the third largest group consists of immigrants who have arrived to Denmark due to its labour force shortage or the abundance of vacant jobs, which they occupy according to their special skills or necessary training. They are mostly recruited by Danish organisations before entering the country.

The number of immigrants has been gradually decreasing since 1995, especially in the last several years. While in 1995, 27,700 people arrived in Denmark; in 2004 this number was a mere 9,385. Compared to 2001, the number of immigrants arriving each year has decreased by half (SOPEMI 2006). 1995 was also the year with the highest number of refugees and asylum applications (20,347 applications compared to 1,147 in 2005). At the same time, the immigration based on family reunion grew until 2001, when stricter immigration actions were implemented. The largest of immigrant groups in Denmark is the community of residents of Turkish origins, which comprises 12 per cent of all the immigrants. They are mostly those who immigrated in 1960s-1970s as foreign labour force and their descendants. Germany (7 per cent), Iraq (6 per cent) and Bosnia and Herzegovina follow Turkey as immigration source countries. Similarly to Sweden, there is a large number of people from other Nordic Countries among the immigrants, mainly from Sweden and Norway. In comparison to 1995, the number of immigrants from crisis areas outside Europe such as Iraq, Somali, Pakistan and Afghanistan has increased greatly. 43.2 per cent of immigrants and their descendants have Danish citizenship. The proportion of Danish citizens among first generation immigrants is 35 per cent; among those born in Denmark - 68.4 per cent (SOPEMI 2006).

8. This percentage only shows the proportion of first generation immigrants, not including the second and third generations. The authors of the report prefer emphasising this ratio in order to be able to compare Denmark with the other countries studied, Sweden and Great Britain. Immigrants and their descendants together constitute 8.4 per cent of the population (Danish Foreign Affairs Ministry 2006).

Danish Integration Policy

Denmark initiated the development of national integration policy later than Sweden and Great Britain. The first documents concerning integration policy were adopted in 1983 when the government passed the Migration Policy Memorandum. The memorandum stated that integration is the policy goal for Denmark, but immigrants' cultural individuality is to be respected while preventing immigrants' geographical concentration in metropolis suburbs (Petersen 2004: 7).

Today's national integration policy is based on the Integration Act passed in 1999.⁹ The objective of the Act is to ensure the application of integration measures to all the immigrants. Since the moment of passing the Act all the immigrants (except for those entering the country with the purpose of studying or working) are obliged to go through a 3-year long integration programme. The responsibility for integration activity concerning housing, the development and application of adaptation programmes and paying social and other benefits has been switched from the state and the Danish Refugee Council onto local governments. In the additional wording adopted in 2003, the integration programme was also directed to asylum seekers whereas in the interim period the Act only applied to refugees.

Although public dissatisfaction with Danish immigration and integration policy emerged already in the 1990s under the governance of social democrats, it reached its peak during the 2001 election campaign. It resulted in social democrats' loss and the right liberal-conservative coalition, which included the Danish National Party known for its strong anti-immigrant views. The policy of the new government was directed at limiting immigration and strengthening its integration policy dealing with immigrants. In 2002, Denmark toughened its immigration policy, mainly concerning secondary immigration i.e. that based on family reunion and marriage. For a spouse to obtain the immigration permit to enter Denmark, he/she must be at least 24 years old. Additionally, the so-called condition of existing connections was applied, which requires the spouses to prove that their connection to Denmark is stronger than that to any other country. A person is not obliged to provide the proof only if they have been living in Denmark or have been Danish citizens for more than 28 years or were born in Denmark and have lived there since. In addition to numerous other conditions the accepting side is obliged to prove its financial independence to the extent of €7,407 in order to obtain the permit for immigration due to family reasons (SOPEMI 2006). The aim of changing the immigration policy was to limit the immigration of insufficiently skilled financially dependent people into Denmark. The influence of the new Act on immigration flow could already be noticed in the following year; while in 2002 2,083 immigrants or their descendants married people from outside Denmark, in the second half of the same year this number fell to 283 (Gulicova-Grethe 200: 3).

In Denmark there is no all-encompassing state integration programme but since 2001 the government has approved an array of policy strategies and action plans in the area of integration. These focus on either general integration problems or a specific area, for instance, the integration of people belonging to minority ethnic groups living in economically backward areas.

9. According to the Ministry of Foreign Affairs of Denmark, it is the first integration act in the World (*Factsheet Denmark*, Ministry of Foreign Affairs of Denmark, 2006).

In 2005, the government approved the programme “New Objectives” which states that that decrease of immigration in the recent years has created fertile ground for directing integration at the people who already live in Denmark. That is why it is claimed that tougher immigration policy has been a success, and the government is planning to continue with it. The immigrants’ good Danish language command, well-rounded education (going through all the stages of education) and being active in the labour market are regarded as the signs of successful integration. Thus integration policy is mainly focused on (1) education: the aim is for immigrants to go through both basic and secondary education stages; and (2) labour market: the aim is to better integrate immigrants into the labour market, to improve their skills and thus decrease unemployment.

It is the high unemployment rate among immigrants that is one of the main challenges of the Danish integration policy. The unemployment rate of immigrants from outside the European Union is 8.3 per cent higher than that among Danish citizens; among young people aged 15-24 this difference in rates is already 25.2 per cent (MIPEX 2007). The government appointed in 2001 stated its goals as mainly dealing with the problem of unemployment and to connect the training within the framework of adaptation programmes to specific labour market situations (training in the workplaces, professional Danish language instruction etc.).

The coalition that came to power in 2001 signed the so called welfare agreement, which is a set of reforms in the areas of labour market, education, retirement benefit, investments into the future, science and innovation and business. In the area of integration, the government has set its goal to bring another 25,000 immigrants or their descendants into labour market by 2010. In order to achieve that goal, a strategic document “New Opportunity for Everyone” was developed in 2005, and it establishes specific steps in the areas of integration, education, and immigrants’ employment on both state and local levels. The strategic document also foresees the restructuring of state financing of local governments as a key to performance. The actions of the welfare agreement and the strategic document are presented in the sub-chapter of the report on labour market integration.

In 2004, the new Integration Act and the new Act on Teaching the Danish Language to Adult Foreigners were applied. The goal of both Acts was to ensure better correspondence of integration actions to the needs and demands of integration into the labour market. According to the new Integration Act, integration actions consist of three areas: (1) consulting and improving immigrants’ skills and qualifications by using training programmes; (2) vocational practice in state institutions and the private sector; and (3) employment policy supported by the salary benefit paid to the employer for up to one year. Additionally, the new Act enables local governments to receive financial support in order to better integrate immigrants’ spouses into labour market.

Danish Citizenship Policy

Danish citizenship policy is one of the toughest in Europe, which makes it remarkably different from the policy of its northern neighbour Sweden. Similarly to Sweden, the principle of descent (*jus sanguinis*) is applied, but avoiding statelessness is not the goal of the policy. Unlike in Sweden, Denmark also

bans double citizenship. Citizenship following a simplified procedure can be given to people born in Denmark or the citizens of Nordic Countries.

The new Danish Citizenship Act passed in 2004 sets all the limits of naturalisation. Before applying, a foreigner must live in Denmark for at least 9 years with a permanent residence permit (8 years for people without any citizenship and refugees, 6-8 years for spouses). A foreigner must pass two examinations one of which is a certified Danish language examination, and the other is a so called citizenship exam, checking the knowledge of Danish culture and history. Moreover, foreigners must prove their financial independence in the course of the past four to five years (for example, they should not have received benefits from the state on the basis of the Social Policy Act and Integration Policy Act) and sign two declarations, one of following the Danish constitution and human rights and the other of not having committed crimes in the past and no intention of such in the future.

In the period of 1995-2004 some 11,000 people were naturalised annually in Denmark on average, which makes up 4 per cent of all the immigrants (see Table 2 in Appendix). In comparison to Sweden, the naturalisation process in Denmark is slower and subject to fluctuations. In 1997 the naturalisation rate doubled (10,277 residents as opposed to 5,487 in 1997) which was caused by a sudden increase in the number of the Citizenship Department officials which led to a greater capacity of processing applications. However, in 2003 there was a sharp fall, and only 6,583 people were naturalised. That was caused by toughened naturalisation rules applied in 2002 (the Danish language examination and the introduction of residential qualification). Still, in 2004 the naturalisation process regained its previous momentum. The decision to grant citizenship is passed by the parliament, and the government presents citizenship applicants' lists to be approved to legislators twice a year. The Danish Immigration Service deals with immigration, emigration, and the processing of applications.

Organisation and Levels of Responsibility of Integration and Minority Policy

Similarly to Sweden, there is also a central co-ordinating ministry in Denmark; after the formation of the liberal-conservative government in 2001, a new Ministry of Immigration, Integration and Refugees was established in order to implement immigration and integration policies and took over the responsibility for the actions in the area of immigration and integration previously performed by other ministries. For example, the Danish language instruction was removed from the domain of the Ministry of Education and the integration of immigrants into the labour market from that of the Ministry of Labour in order to be transferred into the new ministry's domain. The Integration Department responsible for the co-ordination of integration policy among different ministries, local governments and immigrants' organisations was created within the ministry. There is a separate Finance and Analysis Office responsible for the resource planning (budgeting) and quality assurance (monitoring, research, analysis) within the department.

Integration policy actions and the responsibility of different state institutions and levels of government for implementing the policy is governed by *Act on Integration of Aliens in Denmark* passed in 1999. Organisation of the national integration policy on the basis of the act instead of state programmes or strategies makes it possible to define more clearly the responsibility scope and obligations of different levels of government and especially state and local authority in the area of integration.

The Act on Integration of Aliens in Denmark passed in 1999 clearly stated integration actions and conditions and the organisation of their implementation. Similarly to Sweden, the state is responsible for developing the state integration policy, including immigrant adaptation programmes, but the main share of the responsibility for implementing the policy is in the domain of local governments. According to the law, all refugees and newly arrived immigrants (except for those immigrating in order to work or study) are subject to the 3-year integration process which includes several different elements. One of the most important elements is providing new immigrants with housing. This is based on the principle that distributes new immigrants among local governments (especially the areas with low immigrant concentration) whereas local governments must accept a particular number of new immigrants in accordance with the assigned quotas. It is thus the responsibility of local government to find and provide housing for the immigrants as well as ensure that the immigrants stay at their place of residence for three years. Since ethnic segregation and the emergence of ghettos are considered one of the factors impeding the integration of immigrants, Danish local governments take various actions in order to guarantee the immigrants' housing in different areas which ensures their larger and more effective social blending. The immigrants can move from one local government to another as an exception only if the receiving local government agrees to accept them and provides them with housing and carries out their adaptation programme. The main reason for immigrants' moving from one local government to another is finding a new job. Still, it is important to keep in mind that local governments are obliged to provide housing for refugees only; the immigrants reuniting with their families or arriving in order to work in Denmark are supposed to solve their problems on their own.

Before transferring an immigrant from the asylum centre to the place of residence in a local government, the latter must compile an individual plan of the immigrant's integration into Danish society, which culminates in an agreement between the local government and the immigrant signed not later than one month after arrival at the place of residence. The plan of action includes courses of Danish culture and society (citizenship education), Danish language as well as "activation measures" for entering the labour market. The stimuli for immigrants to participate in the courses are the social benefits allocated to immigrants in the amount that equals the benefits received by Danish citizens of the same social and financial status and the fact that the procurement of the residence permit depends on the fulfilment of the integration agreement. However, local governments can decrease these benefits if an immigrant does not participate in language courses or disregards other obligations stated in the individual integration plan. Still, the programme is relatively flexible – for example, if a person, having signed the integration agreement, should work, the local government must provide evening or weekend courses.

Although the issues of organising and conducting adaptation programmes are delegated to local governments (that can, in turn, delegate them – for instance, language instruction – further to respective (private) organisations; the local government still bears responsibility for the results and the quality), all the costs are funded by the government. The funding process is organised through state financing of local governments and consists of the following elements: (1) a firmly fixed sum of money for every person signing the agreement with a local government; (2) a certain sum corresponding to the implemented programme (€1000 a month for the whole programme); (3) a bonus depending on the

results of the programme (€2500 is paid every time an immigrant completes the Danish language course in the given three years and an additional sum for an immigrant finding a job etc.). This financing method ensures that local governments are sufficiently encouraged to develop new integration programmes.

In Denmark great emphasis is placed on training different social workers on the local level, i.e. people whose task it is to help immigrants integrate into the labour market, education system and society even after the officially given 3-year integration period. The city of Copenhagen is very active in integrating immigrants: upon arriving in the local government, every person participates in a 2-hour interview that is aimed at determining what kind of a course an individual needs and which methods of integration into the labour market are necessary. Every three months a local government integration official reviews every person under his/her responsibility checking their participation in the courses and helping the immigrants with any other issues that might occur. At the same time, problems often occur in smaller local governments because the level of intercultural skills of their integration workers is relatively low; also the excess of administrative work leaving too few hours for individual counselling has been criticised.

Local governments are obliged to establish a local integration board (*Integrationsråd*) in accordance with the Integration Act in case it is called for by more than 50 people. The members of the board are mainly representatives of different local minority associations which guarantees that the interests of minorities are represented on both local and state levels. The members of the board consult local governments in all the issues concerning integration policies. They also have the legal right to voice their opinion about different integration issues and integration policy development and implementation, which enables them to have active dialogue with politicians as well as officials. The integration board closely co-operates with local committees (for instance, the Copenhagen committee in charge of labour force and integration issues) and local government departments (integration departments or bureaus). However, the integration board has an advisory role which is not extended into the sphere of formal authority. Currently there are around 60 active integration boards in Denmark.

One of the characteristic Danish measures to keep integration efficient and continue the dialogue between the state and local levels is the Board of Ethnic Minorities that works in co-operation with local integration boards. The Board was established in 1999 in accordance with the Integration Act in order to foster the participation of all new citizens in different spheres of society. The Board advises the Minister of Immigration, Integration and Refugees on the issues concerning mainly immigrants and refugees. It is also the right and the responsibility of the Board to comment on different initiatives proposed by the ministry and on legislation, but it is not in its competence to deal with individual cases. The Board consists of 14 members who meet the minister for consultation every three months. The members are elected by local integration boards and come from different local governments.

The integration database created in 1999 plays a significant role in integration monitoring and assessing integration effectiveness. The database accumulates the data about immigrants and their descendants that is collected each year in the course of the state's and local governments' co-operation. The data is used for both observing general integration development on the state level and monitoring the integration activity of local governments. The most important variables are immigrants' nationality,

country of origin, age, educational level, employment, residence area, language command, criminal record, the spouse's nationality, participation in local elections and the facts of being discriminated against (concluded from the division of jobs in different sectors and at workplaces). The data collected every year makes it possible to assess effectively, for instance, the improvement of immigrants' language command, changes in crime rate and political participation. The results show that since 1999 the integration efforts of local governments have been gradually improving. Among other things, decrease in unemployment among immigrants is noticeable, which, consequently, means that local governments have initiated more active co-operation with private businesses.¹⁰

10. In 2006, the Integration Ministry developed the indicator to assess the effectiveness of integration on the basis of the length of the period between an immigrant's receiving a residence permit and finding a permanent job. It also gives a possibility to compare different local governments and analyse the effectiveness of their integration policy.

Great Britain

Population and the History of Immigration

In 2004 the proportion of residents of foreign descent was 9.3 per cent (for comparison with Sweden and Denmark see Table 2 in the Appendix). According to the results of the 2001 census, non-white ethnic minorities constituted 8.1 per cent of UK residents (see Table 1). Still, this data is not comparable to other European countries as no other state uses analogous racial categorisation.¹¹

Table 1. The national composition of Great Britain according to the statistics of the 2001 census

Ethnic groups	Number (thousands)	Population proportion (%)
Whole population	57 104	100
White: British/Scots, Irish, other white	52 481	91,9
Mixed	674	
Asian, British/Scottish Asians: Indians, Pakistani, other Asian	2 329	
Black, British/Scottish black: Caribbean black, African black, other black	1 148	
Chinese, other ethnic groups	473	
All non-white groups	4 623	8,1

Source: Ethnic Minorities in Great Britain. Commission for Racial Equality Factfile 2 (2007)

The immigration into the country has been gradually increasing; in 2006 alone the number of immigrants arriving into the country was 191,000 people. The largest group of immigrants in 2006 consisted of those originating from the British Commonwealth of Nations (India, Pakistan, Bangladesh and Sri Lanka); 75 per cent of the immigrants originating from new members of the European Union come from Poland (88,000 people). The prevailing reason for immigration is employment: 40 per cent of those entering the country have stated “work-related” as a motive, 27 per cent of the immigrants had already found a job and 12 per cent were intending to start searching for employment. Due to increasing immigration, negative attitude towards immigrants and different ethnic minorities has become more widespread. A survey of 2007 showed that 47 per cent of Britons are convinced of the negative effect of work-related immigration on the country’s economy (by the end of the year the proportion increased to 52 per cent), and mere 19 per cent characterised the phenomenon as positive (Immigration Survey 2007).

11. For the comparison of data on the problems of the population of foreign descent in European countries, immigrants and their descendants see *Policies on integration and diversity in some OSCE participating states. An exploratory study prepared by the Migration Policy Group. MPG & OSCE (Brussels, 2006).*

Great Britain's Integration Policy

In Great Britain the main policy document that lays the foundations for integration policy is the Race Relations Act passed in 1976 and its amendment passed in 2000 which establishes a thorough framework for fighting discrimination. The general integration policy objective characteristic of Great Britain originates from the Act and is intended to foster and facilitate integration by preventing racial discrimination and eliminating it from society. In relation to this, numerous governments have approved of and passed different law proposals that have fostered promotion of racial equality; also, numerous advisory bodies have been created with the purpose of implementing corresponding legislation or monitoring its implementation. Thus, the focus of Great Britain's integration policy does not emphasise different ethnic or religious identities or social-economic integration, but is rather directed at eliminating racial discrimination in as many areas as possible considering this particular type of discrimination to be the cause of the main integration problems.

Thus, in Great Britain, a relatively superficial notion "race" is used whereas, for example, in Denmark and Sweden, the division into minority groups is mainly based on ethnic or origin-related categories – in other words, on cultural, political or religious differences. In order to understand the normative basis of British integration policy, it is also necessary to possess additional knowledge and understanding of the history of the British Commonwealth of Nations and British Empire. The immigration policy of Great Britain after World War II relied a lot on the policy of automatically providing British citizenship to all former residents of British colonies upon their entering the country. It was the substantial post-war immigration flood that largely determined the demographic and social situation in today's Great Britain. Similarly to other countries of Western Europe, the native population of Great Britain has gradually started objecting to large scale immigration. The objections received an additional political nudge in the course of different anti-immigration campaigns of the conservative party, which culminated in the 1968 Act providing the citizenship only to those immigrants coming from the Commonwealth whose parent or grandparent was born in Great Britain.

The Immigration and Asylum Act passed in 1999 is an important part of integration policy. Similarly to Denmark, a centralised state system has been created for accepting, housing, reshuffling asylum seekers and for their obligatory temporary distribution among regions. The purpose of such a system is to prevent asylum seekers in the process of applying for asylum from settling in London, its suburbs and other major cities and industrial areas that immigrants primarily tend to head for.¹² The latter is the responsibility of the National Asylum Support Service (NASS) which is one of the most important sub-units of the Border and Immigration Agency. Conversely, before year 2000 support for asylum seekers, their housing and other issues were in the domain of the responsibility of local governments. The Research, Development and Statistics Directorate, which is a subsection within the Home Office,

12. Although, on the one hand, such a distribution system initially eliminates immigrants' concentration in certain areas and their segregation or emergence of ghettos; on the other hand, asylum seekers are sent to areas where their social equity and networking are limited and thus diminishes, for instance, their opportunities to find employment or enter the labour market.

gathers and administrates immigration and asylum-related statistics.¹³ All of the above mentioned offices are at the same time under the authority and responsibility of the Minister for Border and Immigration.

In 2007, the Border and Integration Agency presented a new scheme of integration activity – integration loan, the purpose of which is to help immigrants better integrate into the country. The objective of issuing the loan is to support people at the critical moment when they must start searching for accommodation, employment or additional training necessary for being employed. The loan is interest-free in the sum of £100-£1000 and comes with an exceptionally favourable payback plan.

The pilot project SUNRISE (*Strategic Upgrade of National Refugee Integration Services*) initiated by the Home Office in 2005 is one of the key mechanism for ensuring the possibly harmless transition between asylum seeking immigrants' arrival and the beginning of integration process and its accomplishment. Within the framework of the programme at hand, every refugee applying for a personal councillor receives one who helps to develop a personal integration plan, which essentially states the immigrant's long-term integration goals. The integration plan includes assistance in finding accommodation, support for health care and fulfilling children's educational needs; the councillor also forwards employment and language instruction-related information to the immigrant and helps create contacts within the community. The maximum duration of the programme is set at 1 year (compared with 3-year integration plans in Denmark and Sweden).

Integration loan target uses:

- (1) Employment-related training or education if it is not found in the list of state-funded training.
- (2) As a deposit for buying accommodation.
- (3) For buying bare household necessities
- (4) For buying clothes/tools necessary for work purposes.

British Citizenship Policy

The main points of the British citizenship policy largely rely on the British Nationality Act passed in 1981, which, due to the inheritance of British colonial empire, is relatively complicated in comparison with the acquisition of citizenship in, for example, Denmark or Sweden. The law discriminates between several categories of national belonging: British citizens, British overseas territory citizens, British subjects, citizens under British protection etc. The two latter categories are to disappear in the future as they stand for the rights only passed from a parent to a child as an exception in certain cases (mainly in former colonial territories), and the categories applying to immigrants are those of 'British' and 'overseas territory' citizenship. British citizenship can be acquired in two ways: by registration (mainly applies to Great Britain overseas territory

¹³. At the same time the British system lacks monitoring of immigrants after asylum seekers acquire refugee status, thus complicating the process of gathering adequate data about their further livelihood.

citizens)¹⁴ and naturalisation. The Act of 1981 also lost the provision that had previously automatically guaranteed British citizenship to all the children born in Great Britain.

A person can apply for British citizenship in course of naturalisation after having lived in the country for 5 years (3 years for British citizens' spouses) with additional conditions stated by the language command requirement (sufficient command of English, Welsh or Gaelic¹⁵) and the requirement for the proof of sufficient knowledge of everyday life of the United Kingdom. The latter can be provided by (a) passing a test or (b) participating in a course that combines language instruction (ESOL course) and citizenship education lessons.¹⁶ If a person belongs to a category listed above (for instance, an overseas territory citizen), having lived in the country for 5 years they can apply for citizenship following a simplified procedure i.e. by registration. The children born in the country acquire the citizenship automatically if at least one of the parents is a British citizen or possesses a permanent residence permit. The British Nationality Act also gives a possibility to employ the so called 10-year rule which enables a child whose parents do not have immigrant status but who was born on Britain's territory and has lived in Great Britain since birth, at the age of 10 to apply for British citizenship following a simplified procedure (i.e. without fulfilling naturalisation process requirements such as language command or citizenship education test).

In order to receive British citizenship, applicants must also prove their financial independence: the minimum cost of the process of citizenship acquisition for an applicant is £650 including the bureaucratic costs related to application. Another £80 as the participation fee for the obligatory citizenship ceremony is added to the latter sum. If, due to some reason, the process of obtaining British citizenship should be interrupted or the application rejected, the refund is not provided apart from the ceremony fee. In the last years, citizenship acquisition fees have been steeply raised by the government in order to ensure that the applications are indeed presented only by those sincerely wishing to receive the citizenship. That has been one of the reasons why the number of applicants has decreased in comparison to earlier years: 219,000 people had applied in 2005 while in 2006 that number fell significantly to 149,000. Another reason for the decrease in the number of applicants was the law passed in 2005 that obliges the applicants to prove their knowledge about life in the United Kingdom in addition to their language command. In accordance with the amendments to the British Nationality Act passed in 2006, the Secretary of State for the Home Department has the authority to annul one's citizenship if it contributes to "the public good and interests". There is also the Asylum and Immigration Tribunal headed by the immigration judge, whose responsibility it is to review the complaints to the Home Office concerning the mentioned issues and accepting or rejecting them, acting as a part of the general court system and counterbalancing the government's decisions in the area of immigration.

14. British overseas territories are Anguilla, British Antarctic Territory, the Bermuda, British Indian Ocean territory, British Virgin Islands, Cayman Islands, Falkland Islands, Gibraltar, Montserrat, St Helena and the dependencies (Ascension island and Tristan da Cunha), Turks and Caicos Islands, Pitcairn Island, South Georgia Island and South sandwich Island.

15. Formally there is no official state language in Great Britain.

16. The requirements at hand are not applied, as an exception, to people aged over 65 who are usually not obliged to pass the language and citizenship test.

“Life in the UK” is a computer-based multiple choice test (24 items) that checks the knowledge from different spheres of social life in the United Kingdom and is to be passed in order to obtain citizenship. The testing and all the relevant questions are reviewed in the specially compiled “Life in the UK Handbook”. In years 2005-2007, the test was successfully passed on average by 69 per cent of people taking the test, whereas the success in the test also rather often depends on the person’s country of origin: while the proportion of those passing the test who come from Afghanistan, Angola and Turkey is below 50 per cent, this number for the people coming from Estonia is 72.3 per cent and those from Poland – 81 per cent (Second Annual Report of the Advisory Board on Naturalisation and Integration 2007). Every year ca £250 million is spent on language instruction within the framework of this programme, and another £50-60 million on translating various materials.

Unlike many other countries, for instance, Denmark and Estonia, multiple citizenships, i.e., possessing the citizenship of two or more countries is legal in Great Britain. The latter is considered by the state to be a factor that fosters naturalisation and promotes integration, which ideally should help immigrants to adapt faster and more effectively into new society. British citizenship also implies fewer obligations (for instance, there is no obligatory conscription service). The development of citizen’s identity has been an important issue of national debates in the recent years; and, therefore, considerable emphasis is placed on citizenship education lessons in schools (see the subchapter on education).

In order to acquire British citizenship by naturalisation, all applicants must participate in the citizenship ceremony as the final stage of the process (since January 2004). It is a procedure held by the city authorities or local governments in which the applicants for citizenship are to pledge allegiance to the country (there are two formats, one of which refers to God and the Queen, and the other to the Queen only). The second oath is that to the country: to be loyal to the United Kingdom and respect its laws, freedoms and democratic values. Then the anthem is to be played (and in some local governments sung by the applicants if they are willing), after which all the participants officially receive British citizenship and the certificate proving the fact.

Organisation and Levels of Responsibility of Integration and Minority Policy

One of the main organisations to implement integration policy in Great Britain is the Home Office whose authority extends over most issues related to immigration, integration, refugees and asylum seekers. One of the main responsibilities of the Home Office is to foster racial equality and community cohesion and thus ensuring that young people of different backgrounds have a possibility to develop the same identity and the understanding of their common belonging to British

Various Racial Equality Councils:

Devon Council:
www.devonrec.org.uk

[Leicestershire Council:](http://www.lrec.org.uk)
www.lrec.org.uk

[Northamptonshire Council:](http://www.northamptonshirerec.org.uk)
www.northamptonshirerec.org.uk

[Nottinghamshire Council:](http://www.nottsrec.com)
www.nottsrec.com

society in the process of becoming adults. Although the Home Office mainly develops the legislative and to a certain extent ideological framework of immigration and integration policy, it is not the central and the only coordinator of the policy as is the case in Denmark and Sweden. The Commission for

Racial Equality, under the authority of the Home Office up to 2007, was the key institution dealing with integration. Its main task was conducting research concerning racial discrimination and using its results for the design of action frameworks and the development of possible administrative policies. It was also responsible for providing legal assistance to victims of discrimination, allocating funds to local organisations, and consulting the government in all the issues concerning racial equality. The Commission had also founded and supported a network of racial equality councils on the local level.

Local racial equality councils fulfil different responsibilities. On the one hand, they support the development of different ethnic communities, educate the public on equality topics, promote co-operation between the public, private and volunteering sector and develop different policies. On the other hand, they offer counselling and support to individuals who have experienced racial discrimination or harassment. The councils also carry out the monitoring in the sphere. The councils mostly consist of different organisations on the local level (for instance, Muslim associations, schools, workers' associations) and separate individuals. The budget of the councils consists of different subsidies and financing provided by local governments and counties, part of which is allocated to the Commission for Racial Equality (now Equality and Human Rights Commission), and by different donations from the private sector.

On 1st October 2007 three different organs dealing with the prevention of discrimination – Racial

Equality Committee, Equal Opportunities Commission and Disability Rights Commission – were integrated into one governmentally funded but at the same time independent from the government in its actions Equality and Human Rights Commission. The Commission (geographically having authority over England, Wales and Scotland but not Northern Ireland) is competent to make official inquiries to different parties in order to obtain data, to initiate investigations, to provide legal assistance, to develop corresponding legislation, to organise media activity directed at promoting equality

and to assess the effectiveness of local state institutions (and to interfere if necessary).

The activities of the Equality and Human Rights Commission are closely intertwined with the activities of numerous other bodies that co-operate closely among themselves and with other countries' governments as well as non-governmental organisations. Different studies, analyses and monitoring operations have been conducted, for instance, the monitoring the implementation of the provisions originating from the racial equality strategy in the institutions of the Ministry of Health. Various programmes and projects have been conducted in co-operation with the Ministry of Education (for example, improving the welfare of children from ethnic minority families); the research of the identity and integration of young people belonging to national minority groups has been performed; a 2-year

Examples of the co-operation of the Equality and Human Rights Commission with other institutions:

Ministry of Education:
Ethnic Minority Achievement Unit

Parliament:
Education & Skills Select Committee
(incl. the development of citizenship studies programmes)

Government:
Social Exclusion Task Force

Department for Innovation, Universities and Skills:
Ethnicity and Degree Attainment steering group

Labour Market:
Minority Employment Task Force

Refugees and asylum seekers:
National Refugee Integration Forum

project studying the treatment of people belonging to ethnic minorities by criminal jurisdiction is in progress in co-operation with the Ministry of Justice etc. The activity of the Commission is accompanied by active proposition making and reporting to the government, ministries, minority organisations and the public.

Thus one of the peculiar characteristics of Great Britain is that there are a remarkable number of different commissions, committees and advisory boards whose responsibility is integration policy counselling and to a certain extent monitoring in order to ensure effective social cohesion. Unlike in Denmark and Sweden where the members of such organisations mainly represent the members of their various ethnic communities, the basis for appointing the members in Great Britain is their qualifications, competence and skill, although it does not mean the members from minority groups are not represented.

All the governmental and social organisations including local governments are obliged to promote racial equality and rely on general equality policy (Race Relations Act and its amendments) in their everyday work. Race Equality Impact Assessments¹⁷ are an example of such methods of monitoring and ensuring racial equality. They are used to assess the impact of specific organisations' activity on racial equality and is the basis for determining whether the activity involves differentiating between races and whether the impact of such activity on the corresponding groups is unfavourable or downright damaging. The assessment and monitoring are conducted by the Equality and Diversity Units that act under the authority of the Home Office but have been independently created within local governments and other governmental organisations.

The assessment of racial equality impact in all the activities has forced the authorities to consult different minority groups and communities, which are found in virtually every city or town, in planning and performing their activities. In practice, the communication with representatives, i.e., community leaders takes place. In the recent years bigger emphasis has not been placed on the political leaders of the community, who must often take officially prescribed doctrines into consideration, but the political right of representation is given to the leaders accepted by the community (football players, doctors etc.), who can simultaneously be role models of their cultural groups. Local governments directly support the leaders by paying their salary for representation work and at the same time providing them with numerous different political and material resources to perform their tasks.

The report *Our Shared Future* presented by the Commission on Integration and Cohesion in 2007 emphasises various practical approaches local governments could use to cultivate the social cohesion and general capability of communities and to ease different tensions and accentuate the possibilities for creating more opportunities for integrated society. As a result, ca 220 local governments have created the so called community cohesion working groups whose objective it is to promote multiculturalism as well as intercultural and supracultural contacts on the local level, to foster mutual understanding and respect, and to develop programmes that could dispel different myths that often reproduce groundless and biased stereotypes. Moreover, local governments can allocate funding for specific purposes to various minority organisations, which would make it possible to increase the general participation of minorities in politics and social life

17. see: <http://www.communities.gov.uk/corporate/about/howwework/equalitydiversity/raceequalityimpact/>

as well as to involve them more actively in the consultation processes within local governments.

Every year, questionnaires and monitoring are conducted in local governments, on the basis of which the effectiveness and competence of local governments in handling integration is assessed (i.e. ensuring equality and cohesion). On the one hand, the monitoring is conducted through questionnaires;¹⁸ on the other hand, local governments are additionally assessed using different objective indicators such as, for example, the incidence of racist statements, the amount of extremist graffiti, instances of disorderly conduct and the tension between minority groups etc. Comprehensive performance assessment is conducted by the Audit Commission and is used as a basis for placing the local governments on a scale from 'poor' to 'excellent'.¹⁹ Since local governments are mainly funded by the state budget, three methods of motivating local authorities to work more effectively have been developed on the governmental level:

- (1) Initially, persuasion, encouragement and the stimulation of necessary thoughts takes place based on different ideas (for instance, relying on ideals): doing something for a certain purpose as it is *right*.
- (2) Another method involves implementing certain incentives, inducements and stimuli; for example, additional funding as well as the imposition of a bonus system (the implementation of a so called lighthouse system: "*this* local government is an example for all the rest") and giving awards (for instance, "the most progressive local government" award).
- (3) If the above mentioned methods bear no results, the central authority can resort to more extreme methods of decreasing the local government's funding for certain purposes or implementing more thorough inspection.

The above mentioned facts show that while British local authorities are relatively free to act according to their vision in developing various areas, they are still significantly dependent on the central authority.

In order to guarantee immigrants' coherent integration into British society, a new board, the Advisory Board on Naturalisation and Integration (ABNI) was created in 2004. ABNI is a governmental institution with the main task of providing the government with independent expert advice in the areas of both citizenship policy and integration policy. ABNI is not directly under any ministry's authority; still, the organisation employs experts in education, language testing, and citizenship and integration policy. The board mainly focuses its activity and research on ESOL (English for Speakers of Other Languages) language instruction and the development and analysis of citizenship education tests as well as observing and assessing citizenship ceremonies. In 2007, ABNI participated in the development of "Life in the UK" handbook and amending and updating its content.

18. The questions bear close resemblance to those used for monitoring in Estonia, for example, "Do you get along with people having another background?" "What do you know about your neighbours?" "How do you find this area?" "To what extent do you communicate with people with a different cultural background?" etc.

19. In 2006, local governments fell into efficiency categories as follows: (a) excellent: 69; (b) good: 146; (c) satisfactory: 119; (d) weak: 44; and (e) poor: 10. For further information see <http://www.audit-commission.gov.uk>

ABNI is also closely connected to the Commission on Integration and Cohesion, co-operating with the latter for researching segregation and ethnic conflicts on the local level. ABNI has also developed various language instruction programmes (for example, joint courses for adults and their children). It has also proposed to create a centralised citizenship bureau following the example of USA, which would guarantee that citizenship policy is better focused, more effectively coordinated and more sustainable. In addition to compiling various reports and making propositions, ABNI has conducted numerous meetings with employers sharing with them practical experience of coping with immigrant labour force. Another type of output is the organisation of various nationwide conventions on specific integration issues (language instruction for immigrants, citizenship education studies in school). Still, the decisions and recommendations made by ABNI are not binding for the government.

One of the important institutions in the British integration system is the Refugee Council which coordinates direct assistance and support to refugees and asylum seekers. The Council has also taken the responsibility for working with the objective of protecting the interests and needs of asylum seekers and refugees after their arrival and long-term residence in the country. The refugees are provided with most possible effective assistance in structuring their lives; also there is close co-operation with refugee representative organisations and communities. The Council also offers professional training in different areas which enables refugees and asylum seekers to fully use their previously acquired skills and qualifications.²⁰ In addition to the actions directly concerning refugees, the activity of the Refugee Council is also targeted at educating all citizens and making the voice of minorities heard in society, at the same time ensuring that the issues connected to refugees are represented in the media and politics. The Refugee Council, among other things, compiles different studies and reports and gathers and analyses the statistics concerning refugees and asylum seekers. The activity of the Refugee Council is financed from the central state budget; however, a substantial part of its funding is provided by non-obligatory membership fee and private charity donations. The Council incorporates ca 20 organisations whose objective it is to develop common values and mutual understanding between various social and cultural groups. In addition to all of the above mentioned, the Refugee Council actively participates in compiling individual integration plans for refugees and assisting them within the framework of the SUNRISE project.

In 2007, the Migration Impact Forum was created by the Home Office in cooperation with the Commission on Integration and Cohesion, with a view to ensure the possibility of regular and organised dialogue between different non-governmental parties. The Forum has mainly focused on discussing the impacts resulting from migration and their analysis by local governments: observing possible benefits resulting from migration, establishing best practices and sharing them with other parties, and monitoring achievements and problems in the area of social cohesion including the issue of how public sector could most effectively contribute to integration. Apart from government representatives, the Forum includes numerous organisations dealing with migration and integration: the representative of the Association of Local Governments, the representatives of local governments and city councils, of the Refugee Council,

²⁰ Various studies conducted by the Refugee Council show that the refugees mainly rely on unofficial networks or assistance in searching for employment notwithstanding the official opportunities given by the law (for instance, *Jobcentre Plus*).

of labour unions, of separate counties and the Association of Judges. As the Forum involves numerous different institutions and organisations connected to the area, in the recent years, there have been discussions mainly initiated by the Advisory Board on Naturalisation and Integration about the necessity of a certain single co-ordinating unit, a so called 'state integration agency', although the idea was also included in the final report presented by the Commission on Integration and Cohesion in 2007.²¹ The Migration Impact Forum is considered to be a possible candidate to become such a body, but there have also been suggestions that the ABNI could become its model. The objective of such an agency would be the creation of the common state strategy for integration and social cohesion for new immigrants, refugees, and long-term resident immigrants. Evidently, the issue of creating the agency will be decided upon in 2008.

Thus the main priority of British integration policy is to create the legislative and institutional infrastructure and framework to decrease the discrimination of different foreigners and people with a different cultural or ethnic background. In a way, there is no single central co-ordinator of British integration policy (which does exist for immigration policy); the responsibility and actions in the area are divided among different ministries, committees, units, commissions and councils quite successfully functioning as a network-like system. Local governments also play quite an important role as they are relatively independent in handling integration directly; for instance, they decide upon language instruction for new immigrants and other social and discrimination-related issues. On the one hand, such de-centralisation is justified as it penetrates numerous different policy levels and social layers; on the other hand, the co-operation of all the necessary bureaus might not be most possibly efficient because of this. In the British state administration system, the Home Office is one of the institutions in a way co-ordinating and directing general integration policy and the majority of units directly dealing with immigration and integration are centred under the authority of the Home Office (Border and Immigration Agency, former Commission for Racial Equality, Migration Impact Forum etc.). In 2001, the Department for Communities and Local Government was created to be responsible, among other things, for numerous tasks formerly performed by the Home Office, for example, anti-discrimination actions, being mainly the responsibility of the Department for Race, Cohesion and Faiths.

Thus, as has already been mentioned, it was mainly in the recent years that the discussion about the necessity of a single co-ordinating unit or a possible state integration agency has been started by British county authorities and other integration-related institutions. At the same time, the current plan has been widely criticised by the network uniting local governments on the ground that in practice integration can only function on the local level, as integration by nature is a very complex process requiring deep and precise knowledge of local dynamics, and not a single central state institution will be able to possess it.

21. For further information see "Our Shared Future" (2007): http://www.integrationandcohesion.org.uk/Our_final_report.aspx

Integration Debate

Taking into consideration the general integration debate, the 9/11 disaster of 2001 in the United States, the mass demonstrations in Northern England in the autumn of 2001, and the London bombings of 2005 have challenged the previously employed integration policy. The criticism of multiculturalism and the process of the emerging of parallel societies have been receiving greater attention in Great Britain. Since culture, as an important system of meanings and source of identity is in a way responsible for how individuals behave in certain situations, the sense of danger or threat to a group and its identity can inevitably lead to collective mobilisation and conflict between different communities. Thus, the main attention of British integration policy has been increasingly paid to increasing social and community cohesion: the ideology that establishes the participation-focused and commonly shared concept of citizenship, the lifestyle that creates and fosters common state values necessary for living side by side, and is based on morality and general citizen's virtues. Thus, for example, in 2007, fostering general social cohesion was the responsibility of not only all the ministries and local governments but also all schools.

Useful Links

OECD International Migration Outlook 2007:

<http://www.oecd.org>

Migrant Integration Policy Index MIPEX 2007:

<http://www.integrationsindex.eu>

European countries' integration policy reports: An Overview of Immigration, Integration, Asylum and Refugee Policies in all EU Member States (*MigPol*):

http://www.emz-berlin.de/projekte_e/pj32_1E.htm

Ministry of Integration and Gender Equality of Sweden:

<http://www.sweden.gov.se/sb/d/8366>

The Ministry of Refugee, Immigration and Integration Affairs of Denmark:

<http://www.nyidanmark.dk/en-us>

Communities and Local Government of Great Britain:

<http://www.communities.gov.uk/corporate/>

Commission on Integration and Cohesion of Great Britain:

<http://www.integrationandcohesion.org.uk/>

Life in the UK Test:

<http://www.lifeintheuktest.gov.uk>

Example of the "Life in the UK test":

<http://news.bbc.co.uk/1/hi/magazine/4099770.stm>

Assessment of local governments of Great Britain:

<http://www.audit-commission.gov.uk>

Advisory Board on Naturalisation and Integration, publications:

<http://www.abni.org.uk/publications/index.html>

Education

The integration of immigrants into the education system is extremely important taking into consideration the key role of education in a person's preparation for working life and in achieving social cohesion. In all the studied countries there exist problems with educational indicators of immigrants' children. The OECD PISA research of 2003²² expressed the fact that academic results of immigrants' children are worse than those of native residents' and the higher dropout rate among immigrants' children does not only concern those of the first generation but also those of the second generation. Although the differences can partially be explained by social-economic factors, the researchers have noted the fact that lower educational performance of some immigrants and their descendents are caused by the children's immigrant status (OSCE 2006: 8). The discrepancy between academic results of the second generation immigrants' children and those of native residents was the largest in Denmark (OSCE 2006: 58). At the same time, of all the studied countries, the data about academic achievements taking into consideration their ethnic background is only registered in Great Britain. Denmark and Sweden do not regularly gather the data on the state level except for bilingual children.

Education also plays an important role in teaching immigrants' children and young people the state language. The knowledge of the state language of the country of residence is considered an impassable skill in terms of integration as it eliminates the obstacles for equal treatment and gives an immigrant the access to the social, political and economic strata of the country of residence.

Integration models in education vary from country to country. In Great Britain and Denmark immigrant children are placed into regular classes and support methods are employed individually within lessons or after school hours but always on the school's premises. This system is often called an integrated model. Another model is the one where the support actions directed at immigrant children are performed outside regular school lessons. In Sweden, so called transition actions are used: immigrant children are subjected to special treatment when they are gathered separately from other children in order to receive better preparation for coping with regular class work. Similarly, in the Netherlands so called admission classes are organised for immigrant children in basic school and additional language lessons are conducted in the transition period from elementary to basic education. In these classes, young people of immigrants descent who have good achievements in other subjects but whose Dutch language command is poorer than average receive additional language instruction.

The integration actions performed in education include both general activities and those directed at specific target groups. The current research brings forth such examples of general actions such as the development of intercultural awareness in schools which concerns all the children and is not directed at any specific target group. School education plays a very important role in the development of social cohesion and intercultural awareness which is the reason for integrating the development of intercultural awareness into the curricula in all the studied countries. Its content still substantially varies from country to country. In some countries, cultural studies

22. Great Britain did not participate in the research.

are focused on introducing the cultures of the world (Denmark); in others, on introducing the cultural diversity in the country itself (Great Britain, Sweden and also the Netherlands). The countries also differ as to how the school system has adapted students with different cultural backgrounds: Sweden and Great Britain accept diverse clothing types and apparels whereas some other countries have developed a trend not to accept differences in appearance (France).

An example of actions directed specifically at immigrants and their children could be the information brochures reviewing the country's education system for immigrant parents (Denmark) or involving parents in educational decision making by including them into advisory boards organised in schools (Netherlands). In Sweden, schools are obliged to organise personal development interviews with children and their parents twice a year whereas the parents have the right to request translation. State language instruction for immigrants forms a major part of the education system in all the studied countries; at the same time, in Denmark and Sweden additional attention is paid to language instruction by organising extracurricular language lessons (also for pre-school children).

Also, geographic and ethnic segregation of schools is a serious problem in many European countries. The concentration of immigrants in poorly developed areas has also attracted attention in education policy. The target group of the *Excellence in Cities Programme* in Great Britain contains the schools in underdeveloped metropolitan areas which are provided with additional financing to create mentor jobs and study support units and to support gifted students.

Education forms the biggest part of integration policies in all the European countries. However, the significantly lower academic achievements of immigrant children that are the despair of many European countries do not pose a serious problem in the Estonian context yet. Therefore this report reviews only those methods that could be used in Estonia. The first half of the chapter reviews best practices in citizenship education studies in different European countries;²³ later, examples of intercultural studies and teaching as well as school cooperation projects and extracurricular integration activities are given. At the end of the subchapter, a range of internet links providing further information is presented.

Citizenship Education

Citizenship education is organised in different way in all the European countries on different education stages. In some countries, like in Estonia, there is a separate school subject called either citizenship education or social education. At the same time, in many other countries citizenship is integrated into other subjects, mainly social studies, history, geography and human studies. In the countries that do not have a national curriculum (i.e. Denmark and Netherlands) it is up to every local government to decide how much of citizenship education to give and within which subjects.

23. Due to the importance of education for integration effectiveness it is possible to identify good practices in this domain in numerous countries. That is why the examples studied in the current subchapter include also good practices from the countries other than Sweden, Denmark and the UK that have so far been the focus of the research.

The content of citizenship education also varies from country to country. Most curricula aim at education of a socially aware person. In some countries such as Denmark, the Netherlands and Finland ²⁴ great attention is paid to the development of national identity and the introduction of the country's political system whereas in other countries (Sweden) the emphasis is on teaching about democracy and its basic values. The citizenship education programme of Northern Ireland, due to the long and violent community conflict history, requires focusing on understanding social conflict among other things. It sets before the students the goal of understanding the nature of social conflict emerging in different contexts and teaching how to react to the conflict in a positive and creative way. Additionally, citizenship education in Northern Ireland is supposed to teach students to understand and recognise its cultural and religious diversity.

Citizenship education in the schools of the **United Kingdom** mostly involves directing students towards certain attitudes and values, the development of critical thinking and fostering active participation. The citizenship education system of Great Britain is characterised by emphasising certain key concepts and concentrating rather on a couple of ideas of decisive importance such as loyal and law-respecting citizens, communally cohesive society and democratic partnership values.

The main areas covered by citizenship education in Great Britain are rights (political, legislative, and human rights), parliament democracy and state governance, forms of participation in order to influence decision making, strategies for solving local and state-wide conflicts and differences of opinion, economic and political decision making as well as allocating fund from the state budget, the changing nature of British society and its shared and common values, and finally, understanding global processes and changes. The objective of education is the preparation of citizens who are aware of the state functioning and thus ready to participate in public life, in discussions about the issues of the development of the country, and general democratic processes and debates; they will also hold generally accepted values and actively support social diversity.

Still, citizenship education does not only include teaching within school lessons but also specific learning activities on a certain topic with a view to imply theoretical knowledge in practice. The activities aimed at educating an active citizen include often different group events, conventions, workshops and community projects.

Citizenship education has been a part of national curriculum since 2002 and is taught at the curriculum stages 3 and 4 thus being meant for students aged 11-14 (stage 3) and 14-16 (stage 4). Still there are numerous schools, bureaus and training centres offering citizenship education to older people (aged more than 16) for which a specific programme "*Post-16 citizenship*" has been developed on the state level. In British educational system, Qualifications and Curriculum Authority plays a decisive role in introducing citizenship education related courses; it is also responsible for compiling and updating the state curriculum in the area.

24. Finnish citizenship education clearly states reinforcing basic school students' national identity by teaching Finnish history and culture.

Schools and teachers must organise their activities according to the national curriculum and the prescribed general guidelines which help them plan, develop and prepare for citizenship education lessons. The guidelines include a broad choice of possible topics and ideas to use in the lessons, tips for creating or directing a discussion, guidelines for co-operation with different communities as well as the possibilities of using the media. The abovementioned ideas, in turn, reflect the main and general concepts and goals of citizenship education. It is up to every school to decide upon the assessment of learning and the standards it is based on; still there are additional guidelines developed on the national level (for instance, whether group discussions or written assignments based on certain sources are used for assessment).

The governmentally approved curricula for *Citizenship Studies in Education* have been developed by different universities for teachers' additional training and professional preparation. The Association for Citizenship Teaching also unites teachers offering them organisational support, support network, additional training and conventions, handbooks for teaching complicated and controversial topics and publishes a monthly magazine *Teaching Citizenship*.

The number of students taking the GCSE examinations (*General Certificate of Secondary Education*) in citizenship education has been increasing yearly. While in 2005 the examination was passed by 38,000 students, in 2007 the certificate was issued to 75,000 students. The monitoring and inspection of citizenship education in schools is performed by Office for Standards in Education, Children's Services and Skills, OFSTED, a separate institution created in 2007.

One example of structuring multiculturalism days is the recruiting campaigns of the Royal Navy organised by Diversity Action Teams that visit schools and other educational facilities and introduce navy service as one possibility to meet people with diverse cultural backgrounds. Multiculturalism related days have also been held in numerous schools especially among younger students in order to discover cultural diversity in the curricula validated by the schools. It is also done in order to enable teachers to introduce within the framework of their courses and, if necessary, incorporate into their lessons the topics concerning racial prejudice and discrimination.

In Great Britain schools are recommended to organise days of increasing multicultural awareness in addition to citizens' days. The main idea of these is to foster good interracial relationships in accordance with the objectives set by the laws concerning racial equality. The days in question are basically content-packed training courses that increase the students' awareness of ethnic minorities and the various needs of multicultural communities. Days of multicultural awareness are aimed at strengthening local connections and increasing the awareness of the existence of people with diverse cultural backgrounds.

During the above mentioned days, the students work together in different workshops on music, dancing, art, culture and religion thus exploring and analysing, for instance, various religious customs, traditions and festivals or learning to appreciate the traditions of different cultures by taking part in Indian or African dance courses. Simulations related to racial discrimination or harassment often take place as well; these are acted out by students who then try to find solutions. The general objective of multiculturalism days is to encourage the students to commit to the positive values of cultural diversity,

to appreciating differences and to increasing personal empathy.

Additionally, there exists a programme *Active Citizens in Schools* financed by the Ministry of Education aimed at helping and appreciating the young who are involved in the projects beneficial both for the school and the whole local community. The programme was put to use in 2001 paralleling the becoming of citizenship education an obligatory subject in schools and seen as aiming at giving the students who wish to participate in the development of school and community life a possibility to do so. In addition, the ministry supports the continuous research (of 2001-2009) conducted by the *National Foundation for Educational Research* by target financing. The study analyses possible causal connections between students' participation in community life, their achievements in citizenship education and general academic achievements.

Thus one of the main objectives of British citizenship education could be said to be the development of participation-centred school culture which would enable young students to become active, energetic and responsible citizens. The school culture is, in turn, developed on the basis of the previously mentioned democratic values that foster mutual respect, tolerance, trust, intercultural solidarity, and, first and foremost, creating the basis for co-operation.

The establishment of citizenship education could also be related to the debate on lowering the voting age to 16 or 17 years of age. The supporters of this suggestion put forth an argument that children who are still in school in the given period of life can learn voting at the elections during a specific lesson of citizenship education class and thereby bringing together theory and actual decision making process. Moreover, the discussion during citizenship education lessons and general socialization would make it very probable to bring up students as so called lifetime voters or active social life participants, while the general trend in the developed countries now shows the decrease of the participation in elections. A pilot project has been started for Cambridge school students.

In addition to citizenship education for children and young people, the civil society's initiative *Take Part* is also governmentally financed. It is a project promoting civil initiative and awareness among adults that educates adults through its community network. It mainly focuses on the development of the knowledge, skills and self esteem that help people take active part in decision making concerning the development of their community.

In the **Netherlands**, that does not have a national curriculum the school are set certain goals for students to achieve in the course of the schools' own curricula. In basic school (aged 4-12) the students must acquire knowledge about the history and current state of immigration in the course of geography; history lessons introduce them to the development of multicultural societies in Europe after 1945. In secondary school, the students are supposed to be able to explain and describe the development of multicultural societies in Western Europe in the course of history lessons. As to languages and culture studies, the student must acquire the knowledge of different variations of languages and how languages change in space and time.

The development of citizenship education curricula in the Netherlands is entrusted to the specific institute of curriculum development *Stichting Leerplanontwikkeling* (SLO). The institute plays an important role in developing educational concepts and methods; also, the development of the concept of citizenship education is an important issue of great priority.

In **Denmark** that similarly to the Netherlands has no national curriculum, citizenship education is a part of social studies. The subject is divided into 4 main parts:

- (1) An individual and the state, mainly focusing on learning the Danish political system.
- (2) An individual and society, introducing the relationship between an individual and society, the relationship between genders, the labour market and business activity; also the relationships between income, taxation, welfare services and consumption is explained; the situation of young people in Europe is explained.
- (3) An individual and culture, teaching students to understand the creation of value judgements and norms in communication among people that are characteristic of different religions and lifestyles; to explain and understand the background of nationalism and to be able to understand the process of globalisation.
- (4) An individual and nature, introducing the students the nature as an esthetical and economic resource; local, state-wide and global ecological problems are discussed as well as people's right to use nature as they please.

In **Sweden** citizenship education is an important part of education as such; it is incorporated in all the curricula and does not stand for the acquisition of knowledge within the framework of one particular subject.

Swedish educational policy is built so that a student becomes a citizen not only by absorbing the information provided in citizenship education lessons but also through the school culture. That is why the principles of citizenship education are also employed in everyday school life. Every school must establish its own "democracy codex" containing basic democratic values; and it is the school's objective to guarantee that this codex is adhered to. The curriculum for obligatory education establishes that fundamental value judgements, i.e. such democratic values as solidarity, people's equality and equal opportunities, must permeate all the activities taking place in schools. This concerns both the relationships between people and the attitude of children, young people and adults to one another. Teaching and complying with democratic values should be incorporated in all the school situations: teaching, breaks, behaviour on the premises and in the faculty room, the relationships between teachers and students.

The guidelines "Policy in school" (*Politik i skolan*) give the schools instruction on how a school should react to the activity of non-democratic, racist and xenophobic parties and organisations that often produce some response from the public. In addition to that, the document also establishes the rules for contacts and co-operation between the school and different political organisations.

Intercultural Education and Teachers' Training

The implementation of intercultural education in different European countries started relatively recently. It mainly involves compiling guidelines to be followed in teaching subjects and developing the school culture for teachers and school authorities as well as incorporating the aspects of multiculturalism into lessons in order to foster the students' awareness of diversity and to increase tolerance and respect towards people of different cultural backgrounds. Additionally, numerous instructions are focused on developing students' intercultural communication skills.²⁵

Danish intercultural education has focused on introducing world cultures, and foreign language learning as well as student exchange programmes are considered parts of the former. At the same time, the concept of intercultural education in Great Britain and Sweden means rather the development of students' intercultural sensitivity and communication skills as well as introducing the diversity existing in the country through the curriculum. It contains the introduction to multicultural societies, the study of immigration currents and their reasons, the awareness of the scope of problems concerning discrimination and the participation in community and social activity.

Thus, for example, the national curriculum of **Great Britain** states its objective as helping children and young people develop a positive self-image by introducing them to the cultural and social diversity of British society, by developing their understanding of different beliefs and cultures and by raising students' awareness about the discrimination, intolerance and other stereotypes created about people differing from the rest (OSCE 2006: 85).

In order to make the curriculum more suitable for multiculturalism and for the challenges presented by students of different cultural backgrounds, a separate Ethnic Minority Achievement Unit was created within the Ministry of Education whose function it is to help teacher work with the student of various ethnic backgrounds.

Similarly, the **Swedish** education strategy states the curricula for all the subjects must set the development of mutual understanding and sympathy as their objectives. It includes resisting intolerance and xenophobia and appreciating cultural diversity. The schools are obliged to foster these values in all their activities, both learning and everyday school life (OSCE 2006: 85)

25. The following academic research on the topic that has been published can be mentioned: Leeman, Yvonne & Carol Reid (2006). „Multi/intercultural education in Australia and the Netherlands” in *Compare*, Vol. 36, No. 1, pp. 57–72; Leeman, Yvonne & Guuske Ledoux (2005). “Teachers on intercultural education” in *Teachers & Teaching*, Vol. 11, No. 6, pp. 575-589; Regnault, Elisabeth (2006). “Good Practices in Intercultural Education in Europe” in *Education and Society*, Vol. 24. No. 1, pp. 45-56; Norberg, Katarina (2000). “Intercultural education and teacher education in Sweden” in *Teaching and Teacher Education*, Vol 16, No. 4, pp. 511-519; Virginia E. Causey, Christine D. Thomas, Beverly J. Armento (2000). “Cultural diversity is basically a foreign term to me: the challenges of diversity for preservice teacher education” in *Teacher Education*, Vol 16, No. 1, pp. 33-45; Karen Noordhoff & Judith Kleinfeld (1993). “Preparing teachers for multicultural classrooms” in *Teaching and Teacher Education*, Vol 9, No. 1, pp. 27-39.

The organisation of intercultural education varies from country to country.²⁶ In **Northern Ireland**, documents on education policy are compiled centrally obliging all teachers to comply with the principles of intercultural education, and a thorough set of instructions has been published for that purpose. Northern Ireland has implemented the principle of intercultural education in basic school since 2005. This principle consists in the idea that differences in all the areas of people's life must be recognised and appreciated by the educational system and the curriculum in basic school, and the students must be introduced to the idea that people have naturally evolved in different directions and have developed different traditions and outlooks on life. The student must also understand that such differences enrich all the parties. Additionally, the curriculum must foster equality and human rights and oppose discrimination.

The curriculum for basic school must support the above mentioned principles. School plays a very important role in developing the child's intercultural skills, attitudes, values and knowledge. That is why the intercultural nature of curricula is vital for preparing the child for further life in the society that is becoming more and more multicultural.

The guidelines for teachers and school authorities developed by the National Council for Curriculum and Assessment of Northern Ireland contain the following principles of intercultural education (ICE):

- ICE is meant for all children as all children have to be able to cope in multicultural society
- ICE is connected to knowledge, understanding and skills as well as attitudes and values;
- ICE is integrated into all the subjects and the whole school life;
- ICE must be connected to real life so that the students are able to understand the meaning of intercultural education;
- Language is an element of ICE;
- Fostering ICE requires time;
- School atmosphere is important for the support of learning.

The objective of the guidelines is to inform teachers and school authorities about the issues of ethnic and cultural diversity, racism and intercultural education. At the same time the guidelines are also supposed to be a set of practical materials that teachers can use in everyday work. In addition to the explanation of general concepts, for example, "what is racism?" it also contains some class work examples of implementing the principles of intercultural education in their teaching. The guidelines also include a thorough list of additional information and materials.

26. For instance, in Germany the legal right to decide upon the issues of education is given to the federal states, and the implementation of intercultural education in the curricula varies. The German education web *Deutscher Bildungsserver* has gathered the curricula and guidelines for intercultural education employed in different federal states and made them available (in German and partly in English) at the link http://www.bildungsserver.de/zeigen_e.html?seite=789. Similarly to Germany, in Holland intercultural education is left for school owners and authorities to decide upon.

Fostering intercultural education does not only mean following its principles in teaching subjects but permeates all the activities and administration of the school. The learning environment is considered intercultural when it broadly reflects the culture of society and national and language diversity supporting the positive self-image of the students of different national origins and ensures the students that diversity is a usual phenomenon.

The whole school community with all its members including teachers, students, parents, support personnel, authority should be involved in fostering the values of multicultural education. Involving the parents is one of the most important aspects, so attention must be paid to the following issues:

- to inform the parents about the school's activities aimed at taking into consideration the students' language skills as well as cultural and language diversity;
- to invite the parents to take part in extracurricular activities and intercultural events;
- to create the possibilities for the parents to help the school, for example, by acting as translators or participating in club activities.

In addition to involving the parents and the broader community, it is also important to pay attention to interculturalism in planning all the school activities. First of all, it implies assessing the school's actions from the point of view of interculturalism and partnership. An assessment framework that schools should use for analysing their mission and current practices (including administrative procedures, language, social and material atmosphere, compliance with laws) from the multicultural point of view has been developed for this purpose. As the result of the analysis, schools should develop or transform the school mission, policies and action plans. The analysis and reconsideration of the curriculum is also of great importance. For example, the framework for assessing a school's interculturalism contains such questions as whether the pictures in the school (for example posters on the walls) depict people of different nationalities, how racist incidents are handled or if the school events take different cultures into consideration.

Similarly to the school atmosphere, the classrooms should also be assessed from the intercultural point of view. The social and material atmosphere of the classroom must support interculturalism. For that purpose, the following aspects of the classroom must be assessed: do the parts of the classroom reflect the ethnic diversity of the school and society? Can the teachers and the students pronounce one another's names correctly? Does the treatment of minorities acknowledge their identity? Is there a plan of actions in case discriminating behaviour is noticed? Is there a method to assess the suitability of learning materials? It is important to pay attention to the following aspects of the sensitivity of learning materials:

- background knowledge of different students must be assessed realistically: stories and illustrations must offer something familiar to every student;
- texts and tasks must reflect national and cultural diversity in a realistic way without creating stereotypes;
- learning materials must make it possible to discuss the issues of inequality, human rights, discrimination, conflict, peace and the importance of diversity.

Additionally, the guidelines give numerous examples of and instructions for the tasks that could be used in intercultural education.

Examples of Various Projects for Intercultural Education

“World School” project, Utrecht (The Netherlands)

Basic schools of Utrecht participate in the World School project initiated by the local government and partially financed by the state. The schools take actions in order to give their students an opportunity to become acquainted with one another’s cultural and ethnic inheritance and background. The schools involved in the project have developed their own team visions and work methods in the area of intercultural education and included these into their curricula.

The schools organise different activities that usually take place in the form of a project week. Project week aims at increasing the students’ knowledge about different cultures by using one specific topic connected to intercultural dialogue. Additionally, numerous meeting events such as exchange programmes between schools or common school camps are organised. Together, all the schools involved in the project publish the World Newspaper and take part in the activities of the World Party.

In order to participate in the project and receive the right to use the World School name, a school must, first of all, develop its vision and plan of actions. The World School project is developed by at least two school workers and, if possible, with the parents’ assistance. Utrecht Multiculturalism Institute helps schools in compiling their visions and plans of actions (50 hours in an academic year) and also provides the schools with necessary materials and methodology resources. Special financing is allocated to the schools for their participation in the World School project. Once a year, the city also organises a common World School conference.

Around 2,000 students, 250 parents and 150 school workers participated in the project in the first year. By now, the project has spread from the city into the rural area (there now are 15 World Schools in the province of Utrecht). As the result of the project, the students’ awareness has been raised in course of different activities providing them with diverse information.

The project is financed by the city of Utrecht, the province of Utrecht and the Directorate for Integration Policy and Ethnic Minorities of the Ministry of Justice of the Netherlands.

Additional education course for teachers at Malmö University

Unlike in Northern Ireland, there are no state-developed instructions on how teachers should develop intercultural skills in Sweden. Teachers’ training in this aspect varies regionally and is organised by different organisations using their own curricula. Teacher training in one of the most famous institutions, Stockholm Education Institute, is not only focused on training in the area of cultural diversity but also embraces social tolerance in a broader meaning (gender, sexual, religious etc.).

The additional training course for the teachers at Malmö University *Learning and teaching in a multicultural school* is a part of the state reforms of teaching that started in 2001. In addition to additionally educating active teachers, the course on multiculturalism concerns all the students acquiring the teaching profession. The course is aimed at preparing teachers for their school or kindergarten career while these places are becoming more and more multicultural every year. The course consists

of both theoretical and practical parts and covers the following topic areas: personal and professional self-awareness; comparative analysis of educational systems; strategies and methodology of teaching in multicultural and multilingual environment; language and concept development; migration as well as national and minority identity; the philosophies, religions and ideologies of the world in the Swedish classroom.

Teacher additional training projects in Aarhus and Copenhagen

The local governments of Aarhus and Copenhagen, the two biggest in Denmark, have set investing more resources into additional training and retraining of teachers of Danish as the second language working with immigrant children in the first and second stages of basic education. Their objective is to bring the teacher's skills into accordance with contemporary needs and thus improvement of teachers' capability of coping with increasing multiethnic groups.

In 2002, the local government of Aarhus started co-operating with the University for Education of Denmark and the Aarhus Regional Centre for Higher Education in a large-scale project called Intercultural Education. The extensive project lasted for 3 years and was followed by strategic information distribution to other schools of the region. The project involved additional training and development guidance (counselling and development directing) for the personnel of the participating schools.

Another example of intercultural teacher training is the project started by the local government of Copenhagen which offers all the teachers working in the region (ca 1,000) an additional speciality of a teacher of Danish as a foreign language. One of the objectives of the training is to give all the teachers the basic skills and knowledge for teaching bilingual students and also to ensure that all the teachers possess basic skills of how to adapt their teaching styles to the linguistic, pedagogical and cultural needs of bilingual students. The programme started in 2003 and lasted for 1 year.

Intercultural Centre of Aarhus (Interkulturelt Center)

The objective of creating the Intercultural Centre of Aarhus (1984) was to organise meetings between the Danish and foreigners. The institution's main responsibility is to strengthen and raise the intercultural competence of Danish society. In order to fulfil its task, the centre offers various practical courses for both increasing the employment rate and increasing the intercultural awareness (attitudes etc) of the personnel of different institutions as well as additional training for teachers to foster and support learning in groups of mixed social and cultural origin (pedagogical additional training for working with bilingual students and training in psychology, intercultural understanding and communication needed for the latter, lasting for 44 weeks altogether). The institution also organises different common events for school students of different ethnic backgrounds (workshops on children's' rights, democracy, contemporary youth culture and other similar topics). The centre also hosts a world music cafe *Verdensmusikcafeen Karavanen* (<http://ikc.dk/karavanen/eng.htm>), whose main purpose is to use the influence of music and its essential potential on individuals in order to unite people of diverse cultural backgrounds and thus develop positive integration.

Schools Community Relations Programme in Northern Ireland (UK)

The governmentally funded *Schools Community Relations* Programme started in 1987 supports projects and incentives aimed at the development of contacts between the schools of the region. The objective of the programme is to encourage schools to unite the students originating from different communities (especially the communities having conflicts) through various activities that would foster good relationships between the communities. The programme is an addition to the principles of *Education for Mutual Understanding* and of *Cultural Heritage* implemented in the schools of Northern Ireland in their teaching activities and school culture since 1992. The programme states that every teacher, headmaster, member of the school guardian council and education official is responsible for helping children learn to understand and respect one another, one another's various customs and traditions and for preparing them for life in a tolerant and harmonious community.

In the year when the programme was started, £500,000 was allocated for the purpose, and 15 per cent of schools were involved. The number of schools involved and, consequently, the financing of the programme has been increasing yearly, comprising around £1,200,000 in the last five years and covering 95 per cent of schools (only 24 per cent of students, though). In addition to that, every year another £3,100,000 is allocated for covering teachers' additional expenses within the framework of the programme. The Community Relations Bureau was created as a part of the Department of Education of Northern Ireland for administrating the programme.

The activities subject to financing within the programme are different extracurricular activities that might but do not have to be connected to the curriculum. The schools are advised to perform the activities in neutral surroundings such as museums or youth leisure centres. Both teachers and school headmasters considered governmental financing extremely important for the co-operation of schools and believed that it would not have been possible to organise a large part of activities without it. Teachers' professional and personal commitment was equally important for the programme's efficiency.

The programme was positively assessed by independent assessors in 2002 and considered to be a very important measure for improving relations between communities and also for supporting intercultural education in schools. The development of contacts between teachers enabling the teachers to provide support for one another and exchange experience was considered one of the positive outcomes of the programme. At the same time, the assessors have mentioned some weak spots such as, for example, too large cost of the programme per student (£22 a year on average) and the superficial nature of contacts between students as well as focus on sports events.

Measures to Decrease Segregation in Schools

Student exchange programmes and fostering of local community cohesion (UK)

Several years ago, exchange programmes known as *school twinning* or *school linking* for students with different cultural backgrounds were initiated in some cities and towns of Great Britain. The main reason behind starting the pilot project was the fact that the schools situated in the same region can have quite different ethnic structures, i.e., they might not only be multicultural but also it sometimes

occurs that some of the neighbouring schools had 90 per cent or more white students whereas in others such was the proportion of students with minority background. Moreover, the research (for instance, in Bristol, Kirklees and Oldham) showed that rebellious young people, especially young white males, committed the majority of the reputedly racist acts happening in the towns. It also emerged that most young people lacked the experience of communication or possibility to contact people of other nationalities either during classes or after school even if such a possibility theoretically existed in face of a neighbouring school of a different ethnic, racial or cultural composition.

The exchange programme for school students involves the lessons within the framework of obligatory class time in which young people of different ethnic backgrounds take part. In addition to the specific subject topics (for instance, geography, history etc.) also issues connected to diversity, differences and cultural individuality are discussed. In other words, the students participate in discussions and learn in the environment which, on the one hand, helps decrease the possibility of stereotypes emerging (for instance, children tend to hold the biased view that skin colour determines one's religious beliefs etc.) and increase social cohesion, and, on the other hand, can create the basis for young people's long-term co-operation or friendship. While usually the exchange takes place between monocultural schools, in Scotland there have been exchange programmes between religious schools belonging to a certain confession and secular ones. The exchange mostly involves placing forms of one or several age groups in the partner school for a day or a half which usually takes place once a week and is regular through the whole academic year. Apart from lessons and sports events, common visits to the institution out of school such as churches, mosques or gurdwaras (Sikh temples) are organised. Often the whole project culminates with a final event or common performance in which the whole school and the students' parents take part.

While at first the exchange took place between educational institutions of the same town and small groups from two schools, soon the scope of the programme was developed into a co-operation project between different towns. Additionally, the project *Meet Your Neighbours* in the local governments of Blackburn and Darwen that involves students from 4 different schools: a Muslim, Jewish, catholic and secular school can be brought as an example. Due to the great efficiency of the programme the school students' exchange programme was changed into a governmentally co-ordinated and enforceable project whereas one of the reasons for such development was also the output of the programme that had already led to full merging of some schools. It emerged in the course of follow-up assessment that, as the result of the programme, young people had learnt to appreciate the differences and similarities between people in a positive way originating from their common traits. At the same time, the young people involved in the project were able to educate their acquaintances about different communities residing in the town thus bearing positive influence upon their families and relatives. The analysis of the questionnaires conducted in Bradford showed that each one of the ca 1,900 students involved in the project had established on average 2.6 new intercultural friendships whereas the effectiveness of the programme did not depend on the student's social and financial background or the confession of the partner school (religious or secular) (see *Bringing Communities and People Together*).

Another very popular measure of increasing social cohesion appeared to be the so called "teabag" project in which every British citizen received a teabag with the note "Please, have a cup of tea with your

neighbour” by post. Numerous local governments invest into the development of places for common meetings such as entertainment or shopping spots, libraries, gyms, festivals etc. after conducting background research on where people like being and spending their time. The aim of the latter is to create and develop the common space based on shared experiences, trust and collective values. The examples mentioned above are, however, just several of the different approaches to the development of social capital, mutual understanding between communities and social networks.

Magnet School project – the project for decreasing school segregation in Enghoi school (Denmark)

Similarly to many other European countries, school segregation is a serious problem for Denmark; if immigrant children are prevailing in a school, Danish parents tend to transfer their children to other schools. School segregation decreases immigrant children’s command of the Danish language and their general level of integration. Acknowledging the problem of segregation, the local government of Hvidovre set its objective at achieving the situation in which immigrant children do not form more than 25 per cent of all the students in every school. The magnet School project of Enghoi school aimed at attracting more Danish students than before by improving the quality of educational and extracurricular activities. 20 million Danish kroner was allocated to the school for the purpose, 75 per cent of which was financed by the state, and 25 per cent given by the local government. In four years, Enghoi school managed to achieve the proportion of students around a third of which belonged to ethnic minority groups. The school authorities stated that the percentage would have been higher if not for the Magnet School project.

The local government of Aarhus implemented the Magnet School project in its schools in the academic year of 2006/2007. It is a part of the plan of the Danish Parliament to decrease school segregation nationwide. Aarhus Magnet School project focuses on the skill development: more effective assistance in homework, the development of school and home partnership, additional training for teachers and school authorities, and better co-ordination of activities.

Another example of a policy employed to achieve the goal of decreasing segregation and intensifying Danish as a foreign language teaching is the actions of Aarhus local government that transfers the students with poor Danish language skills needing additional assistance in case the regional school does not enable them to learn Danish on the necessary level (for instance, if the proportion of immigrant children is too large). When Danish language skills have become satisfactory, the parents can either transfer the child to the regional school or leave them in the school where they were sent to learn Danish. The policy of Aarhus local government is backed by the government regulation passed in 2006, which allows sending a child in need of special language teaching to non-regional schools.

“Ideational Schools for Multicultural Education”: experimental schools in Karlskrona

The programme of experimental schools of Karlskrona concerns the schools with 80 per cent of students with other mother tongue than Swedish. Experimental schools were created in order to implement the integrated approach to education in the socially problematic areas where immigrants constitute more than 40 per cent of the population. The students of Karlskrona school represent 45 different ethnic

groups; 65 per cent of the children come from low income families, and most of their parents lack education. The school organises preparation classes for the children of asylum seekers, reception classes for newly arrived immigrant children and mother tongue lessons in six major immigrant languages. Special attention is paid to physical education and health education. In the second year, Swedish reading lessons based on books by Astrid Lindgren begin. Art is taught in form of active participation with the local theatre and maritime museum acting as partners.

Actions Directed at Immigrant Youths

GAM3: the project for supporting street culture (Denmark)

GAM3 (pronounce as *game*) is the project for supporting street culture largely initiated by the third sector and volunteers in 2002. It aims at offering young people aged 12-25 living in deprived regions meaningful ways of spending their time alternative to loitering in the streets. The main starting point of the project is meeting young people where they regularly gather anyway - in the street - and do that on their terms. The common goal is to support the integration of the young. The following activities are organised within the framework of GAM3:

- (1) Week-long hip-hop and street basketball training classes and weekend camps in the present 14th GAM3 zone (in city areas);
- (2) Annual hip-hop and street basketball Olympic games at the square in front of the Copenhagen city council building;
- (3) Every GAM3 zone has a team of volunteer coaches. They are provided with GAM3 start packages including basketballs, ghetto-radios for hip-hop;
- (4) GAM3 website where GAM3 members can communicate in chat rooms and keep up with the latest street basketball and hip-hop news has been created.

In 2005 the project was supported by the Ministry of Refugee, Immigration and Integration Affairs of Denmark. Local governments and such private sponsors as Nike, MTV and Copenhagen technical School were also involved.

Governmental campaign "We Need All Young People" (Brug for alle unge) (Denmark)

In 2002, the Ministry of Refugee, Immigration and Integration Affairs of Denmark started a campaign aimed at guiding more immigrant young people to start studying in vocational education institutions and to complete their studies in order to acquire sufficient qualifications for success in the labour market. Research had shown that twice as many immigrant young people dropped out of the education system and programmes as young Danes. The dropout rate was equally substantial among young immigrants of both the first and the second generations. The highest dropout rate was in vocational education where 60 per cent of young people did not complete the studies they had started.

The campaign focused at the distribution of information about the opportunities for education and training among young people and their parents as well as at offering positive examples, general attitudes towards education and vocational education, connections between education and the

labour market and other similar issues. Two consultants responsible for composing and distributing the information, organising the visits of people serving as role models to schools, co-operating with school career counsellors, developing the network of volunteer homework tutors and finding places for students' vocational practice were hired in the course of the campaign. Special practice programmes were developed in co-operation with the police, defence forces and rescue services.

Positive examples, so called role models were chosen from young people of immigrant background who had been successful in acquiring both the education and a profession. The team of role models visited schools, youth leisure centres and immigrant organisations and talked about their personal experience and choices. By now, the team has met around 10,000 young people of immigrant background in different parts of Denmark.

The campaign was initiated and financed by the Ministry of Refugee, Immigration and Integration Affairs of Denmark. In 2006 and 2007, the financing was partly provided by the European Social Fund. The campaign was implemented by local governments, education institutions and third sector organisations. It is planned to last from 2002 to 2009.

Useful Links

Information network on education in Europe containing reports on citizenship education in different countries:

<http://www.eurydice.org/portal/page/portal/Eurydice/>

Take Part project for citizenship education for adults:

<http://www.takepart.org/>

„Politik i skolan” (Policy in school) report (in Swedish):

<http://www.skolverket.se/>

Qualifications and Curriculum Authority of Great Britain:

http://www.qca.org.uk/qca_4791.aspx

British Post-16 Citizenship:

<http://www.post16citizenship.org/>

Association for Citizenship Teaching:

<http://www.teachingcitizenship.org.uk/>

Active Citizens in Schools (UK):

<http://www.continyou.org.uk/node/923>

The Citizenship Education Longitudinal Study (UK):

<http://www.nfer.ac.uk/research-areas/citizenship/>

British Council *Global Gateway. Contributing to an International Dimension in Education:*

<http://www.globalgateway.org.uk/>

Intercultural Education at Primary School – Utrecht (The Netherlands):

<http://www.ncca.ie/index.asp?locID=257&docID=102>

Intercultural Education at Primary School – Utrecht (The Netherlands):

http://www.eukn.org/netherlands/themes/Urban_Policy/Social_inclusion_and_integration/Education/Primary_education/world-school_1022.html

Deutscher Bildungsserver. German intercultural education homepage:

http://www.bildungsserver.de/zeigen_e.html?seite=3071

Compendium: Cultural policies and Trends in Europe:

<http://www.culturalpolicies.net/web/index.php>

Bringing Communities And People Together (2007). *Commission on Integration and Cohesion:*

http://www.integrationandcohesion.org.uk/bringing_communities_and_people_together.pdf

Labour Market

The participation in the labour market is one of the most important aspects of effective integration as economic involvement is often considered an important factor which, in turn, fosters social and cultural involvement. In its report on integration policy, OSCE emphasises that the creation of equal opportunities and access to labour market should be the focus of all the integration policies for the labour market (OSCE 2006: 48).

The immigrants' low employment rate and high unemployment rate pose a problem in the three studied countries. The disparities between employment and unemployment rates are especially significant in Denmark and Sweden. Both countries have also given top priority to the issue of the labour market in their integration policy. The difference between the employment rate of Swedes and the citizens of third countries constitutes the remarkable 27.6 per cent in favour of the Swedes and is even greater among women and young people (MIPEX 2007). The corresponding figure in Denmark constitutes 12.3 per cent and in Great Britain, 9.4 per cent (MIPEX 2007). The largest disparities concerning employment rate tend to emerge among women and young people. The difference between employment rates of women of immigrant background and native residents is the most significant in Denmark (31.1 per cent, compared to 13.5 per cent in Sweden). The general unemployment rate in Denmark and Sweden was also rather high: the chances of an immigrant to become unemployed are twice as high as those of a native resident (OSCE 2006: 49).

The problems that immigrants and their descendants face in the labour market do not as a rule differ from those of other minority groups mainly being caused by insufficient education or qualifications, little work experience and a large scope of family responsibilities. Moreover, other factors influencing the employment of immigrants may be their insufficient command of the official language or the fact that employers do not recognise the documents proving the immigrants' education or qualifications. Improving the language skills of adult immigrants is considered an important part of solving employment problems; not only general language instructions but also learning the language needed for one's profession is emphasised as an important factor in integration improvement. Thus, as a result of policy changes in the recent years language instruction for adults in Denmark has been connected to labour market (see the subchapter on language instruction for adults). Germany has also set the language command of young people and adults as one of the top priorities of its integration policy, implementing an extensive governmental language learning programme for immigrants.

Sweden, Denmark and Great Britain have separated immigrants and their descendants as a specific target group in the national employment strategies presented to the European Commission.²⁷ Broadly speaking the policy actions implemented in the labour market of the countries can be divided into two groups:

- (1) actions that focus on labour supply side, trying to develop the immigrants' skills to make them meet the requirements of the labour market, and
- (2) actions that focus on demand side of the labour market, such as informing and training employers for integrating employees of different culture backgrounds into the labour market.

The actions focusing on labour supply side mainly include professional language instruction, labour market counsellor training, and the development of practical skills by promoting vocational education

²⁷ State reform programmes can be found at http://ec.europa.eu/employment_social/employment_strategy/national_en.htm

and directing people to professional practice places. Among the policy actions focusing on labour demand side, various anti-discrimination programmes and the promotion of diversity at workplace are predominant. The countries search for possibilities to encourage and convince employers in the importance of diversity at workplace, and usually it is the public sector that is considered to be an example for the private sector employers.

The promotion of diversity at workplace is especially actively used in the public sector of Great Britain where the state uses its procurement policy as a stimulus to encourage entrepreneurs to foster the diversity of their personnel. Sweden has also started implementing this policy in the recent years. Still, less attention is paid to the development of immigrants' skills in Great Britain, and the governmental labour market policy is only focused at creating equal opportunities. However, Denmark is actively involved in developing immigrants' skills having designed the governmental programme *A New Chance for Everyone* (see below). Thus the differences in labour market actions the countries take reflect the structural differences of the countries' labour markets, differences in labour market policies and the history of immigration. The area of the labour market mostly invested into reflects the country's vision of what its main integration problem is. The policies focused on labour supply side consider immigrants' lack of skills the major problem; the policies focused on labour demand side admit that the labour market lacks equal opportunities. The labour market integration actions are in brief listed in the following table.

Table 2. Integration on the labour market in comparison

	Labour market actions focused on labour supply	Labour market actions focused on labour demand	Business activity support actions
Sweden	Free (professional) Swedish language learning.	Large scale legislation and policy programme tackling discrimination; CV anonymity in the process of applying; Policy of fostering diversity at public sector workplace.	Special consultation service for entrepreneurs of immigrant background by ALMI.
Denmark	Free (professional) Danish language learning for adults; Network of immigrants' labour market counsellors; System of salary support; Obligatory participation in the activation programme.	Negotiations between the employers, labour unions and government for the improvement of immigrants' labour market indices; Partnership contracts with employers to employ immigrants.	-
Great Britain	Free language learning as needed (ESOL), connected to the employment programme; Free Jobcentre Plus services for immigrants; Ethnic Minority Outreach counsellors as a part of the general labour market counselling system.	Large scale legislation and policy programme tackling discrimination; Public sector procurement policy; Public sector race equality duty.	Businesslink – online, business related consultation service.

The European Commission has separated minority and immigrant entrepreneurs as a distinct target group whose business activity should be supported by the countries in its business activity support policy. Of the countries researched, Great Britain has the highest rate of immigrants' business activity: around 12 per cent of immigrants run a business. This type of support has not been set a priority in the studied countries, but separate actions have been taken. A large proportion of the activities supporting immigrant entrepreneurs are conducted by citizen organisations with Great Britain being the most active in this respect.

The research of the labour market integration actions can be summarized by the statement that effectiveness is often achieved by combining the actions focused on stimulating both labour supply and demand side. Developing immigrants' skills is not enough if ethnic discrimination exists in the labour market and the employers' awareness of the problem is low.

A New Chance for Everyone: Reform Plan of the Danish Welfare Policy

The objective of the Danish integration policy is to make immigrants financially independent i.e. not depending on the state's social benefits, and integration into the labour market plays a key role in this process. By approving the governmental programme *A New Chance for Everyone* in 2005, the government of Denmark has set its objective to bring another 25,000 people of immigrant background into the labour market by 2010. In the course of developing and implementing the reform plan as well as improving immigrants' employment rate, intensive quadrilateral negotiations between the government, labour unions, employer organisations and local governments took place. The agreement and involvement of all the parties is considered important in implementing the labour market reform plan. The major part of the agreement is every party's investment in increasing the employment rate of immigrants and their descendants which is mostly achieved by organising Danish language courses

Danish labour market policy, including the development of actions directed at immigrants and their descendants, has been the result of quadrilateral negotiations as the effectiveness of labour market actions depends on the agreement and involvement of all the parties. The government, labour unions, employer organisations and local governments have participated in the negotiations. Additionally, the government has created a separate department in the Ministry of Refugee, Immigration and Integration Affairs to tackle the problems of unemployed immigrants and to counsel the labour force centres all over the country in issues of specific labour market problems concerning immigrants.

(government and local governments) and at the same time establishing connections with the labour market (employers).

The responsibility of the Integration Service (*Integrationservice*) created by the Ministry of Refugee, Immigration and Integration Affairs in 2005 is to assist and counsel local governments in their activity aimed at improving the employment rate of immigrants (planning and implementing activation programmes and other activities envisaged by the

reform plan). The objective of the reform is to increase the employment rate of immigrants and their descendants using the following measures:

- The introduction of the salary benefit system for private businesses intended for the people who have difficulties finding work (have been unemployed for at least 90 per cent of the last

three years). It involves paying governmental salary benefits to the businesses that employ an immigrant with a lengthy history of unemployment. The research by the Danish technological Institute show that every third immigrant employed on the basis of salary benefits is later offered a permanent job (Danish National Reform Programme 2006: 47);²⁸

- Partnership agreements between employers and the state or local governments about employing the immigrants who have had difficulties finding a job. These are framework agreements that are the basis for implementing the above mentioned system of salary benefits. Partnership agreements contain the practice programme suggested by the employer accompanied by training and mentoring system. If the employer is satisfied with the results of a subsidised employee's work, the employee is offered a permanent job contract with the usual salary;
- The immigrants of at least 30 years of age receiving social benefits and the introductory programme benefits are obliged to be involved in the labour market integration activities, organised by local governments, every six months. The duration of each period of participation is at least four weeks. So called activation programmes are designed by local governments on the basis of agreements with local employers and involve practice opportunities or special vocational training. According to the new reform plan, the local governments that are most active in the development of activation programmes for immigrants will have more of the expenses covered governmentally than those that do not actively offer activation programmes;
- €40.2 million is allocated in order to hire more labour market counsellors than before and to improve immigrant services in the 10-15 local governments where immigrants constitute a remarkable proportion of residents. The counsellors are to carefully observe unemployed immigrants and to help people create connections with the labour market or find a mentor.

The target group of the actions constitutes both new refugees obliged by the integration agreement to attend labour market training and the immigrants already residing in the country and their family members. 500 million Danish krona is expected to be allocated for the implementation of the actions.

Adult Language Instruction as Organised in Denmark

Language instruction for adults has been governmentally organised in Denmark since 1983 when the objectives of the state integration policy were first worded. In the earlier period, 1960s-1970s, language instruction was organised differently in various regions of the country without much governmental co-ordination. The large scale reorganisation of Danish as a second language teaching happened in 1998 when the new *Consolidated Act on Teaching Danish as a Second Language For Adult Foreigners and Others*, and Language Centres was adopted, and the example at hand describes the language instruction system in use since then.²⁹

28. The reform plan also includes actions to increase the level of education of immigrants and their descendants and to prevent the emerging of ghettos. See *A New Chance for Everyone – the Danish Government's Integration Plan*. Ministry of Refugee, Immigration and Integration Affairs (May 2005). The specific actions directed at labour market can be found in the Danish state reform plan presented to the European Commission as a Lisbon strategy implementation report in 2006.

29. The non-official translation of the *Consolidated Act on Teaching Danish as a Second Language for Adult Foreigners and Others, and Language Centres* can be found at <http://eng.uvm.dk/publications/laws/danishlow.htm?menuid=1530> (as of 05.12.2007).

In accordance with the Integration Act passed in 1999 all the refugees and immigrants as well as their family members arriving in Denmark must participate in the adaptation programme with language learning as one of its parts.³⁰ Danish language teaching is organised by language centres whose work is co-ordinated by the Danish Language Courses Bureau of the Integration Department of the Ministry of Refugee, Immigration and Integration Affairs. Private language schools can also suggest language teaching if they have been accredited by the state. At the same time, the obligation to organise the activity of language centres lies upon local governments. As a rule, several local governments co-operate in organising a common language centre. The language centres have to employ a foreign language teaching coordinator who will control the centre's language teaching curricula and methodology. In 2004, 65 language centres operated all over the country. The centres are governmentally financed, and the financing depends on the number of students who pass level examinations.

All the adult (older than 18) refugees or immigrants and their family members registered in the local

government who are liable to adhere to the integration agreement are directed to language courses by the local government's social worker who also compile immigrants' individual integration plans. One can learn Danish in these centres for up to three years. In 2003, 45,882 students were enrolled (Petersen 2004: 11).

The students' educational background and skills are taken into consideration in the organisation of language teaching for adults in Denmark. Language centre counsellors divide language students into three groups based on their skills:

- (1) The first category includes the students with non-existent or poor educational background who are illiterate in their mother tongue.
- (2) The second category consists of the students who have received some education and whose language learning progress is described as slow.
- (3) The last, third group contains the student with basic, secondary or higher education.

Language learning, in turn, falls into 6 modules (see fig. 1 in the Appendix) within each category.

The last stage of the third category (module 6 ending with the *Studieprøven* examination) is meant for the students who wish to learn Danish in order to acquire further education. Almost all the Danish universities recognise the certificate issued to prove this level of language skills.

Such language teaching organisation facilitates using various teaching methods according to a student's skills. The use of different methods, in turn, makes language teaching more effective. Until 1998, the educational background of students was not taken into consideration in language teaching; however, currently an additional objective to compile an individual studies plan for every student taking into consideration all the aspects of learning and future plans has been set. For example, whether the language is being learnt for employment or education purposes is taken into consideration in creating an individual study plan. The individual study plan is compiled by the language centre counsellor in cooperation with every student.

30. Until 1999, integration courses including language courses were only obligatory for refugees. Immigrants and their family members had to organise their own language learning without state support. Only refugees can still participate in the labour market training programme as immigrants have to be financially independent (see the chapter on Danish integration policy for immigration policy changes).

A new immigrant has to attend the average of 340 to 2,000 obligatory hours of language instruction required by the integration agreement and reach B1 level in writing and B2 in speaking. Achieving the levels in question is a prerequisite for the acquisition of citizenship. Language instruction costs around €20,000 a year per person and is free of charge for the students.

A student cannot be absent from more than 15 per cent of the classes. The certificate issued by the language centre, in turn, gives one the right to apply for Danish citizenship.³¹

The language instruction programme is mainly focused on immigrants being active in the job market. The language instruction programme is governmentally developed, and all its stages and modules are accredited. In 2004, the language instruction programme was rearranged (the language instruction legislation mentioned before was changed) with a view to redirect it more efficiently into teaching the language skills especially needed for being active in the labour market. Keeping this objective in mind, communicative language skills and the connection of language instruction with the demand of the labour market are emphasised. The language instruction has to give students the best possible opportunities to find a job, which is the reason for employing different study modules combining class work with occupational practice. Some of the language centres organise the studies using the 2/3 system that includes 3 days of class work and 2 of occupational practice a week. In other centres the class work takes place in the morning and language practice in the evening. Additionally, the language instruction employs rather flexible methods including possibilities for individual learning using a computer and flexible timetables including extracurricular learning.

31. See Petersen 2004 for further information (<http://www.dansk.nu>)

Public Sector Recruitment Policy in Great Britain

Great Britain has implemented the governmental procurement policy as a mechanism to influence the involvement of ethnic and racial minorities in the labour market. Below there are several examples of best practices of institutions (HM Revenue and Customs, Crown Prosecution Service, The Home Office, British Telecom, The Scottish Parliament, etc) that describe how general employment problems and those concerning discrimination in the labour market characteristic of ethnic and racial minorities are solved within the process of governmental procurement.

The majority of the institutions in question possess their own Race Equality Schemes or some other additional acts or provisions that protect individuals from racial discrimination in the labour market, sphere of education, housing market and the distribution of goods and services on the basis of the legislation passed in 1976 (see the subchapter on British integration policy).

Within the HM Revenue and Customs, there exists the Equality and Diversity Team whose responsibility is to assess racial equality in all the recruitment procedures in the institution. In the phase of planning the recruitment, it is responsible for reviewing the documents in order to ensure the possibility of assessing importance and proportionality of racial equality in every recruitment contract. The team is also in charge of compiling an ethnic monitoring survey at the stage of provisional qualification with a view to assess the capability of a potential supplier to fulfil the standard of racial equality. Standard contract provisions are reviewed in numerous cases, and additional clauses are added if needed that help the contract parties to monitor the issues of racial equality more efficiently. As to the HM Customs and Excise the clauses establishing that the contract signing party does not discriminate against anyone on the basis of their colour, race, gender etc. as well as acts in accordance with the legislative acts concerning the matter are added to all the recruitment and resulting contracts in which racial equality plays an important role.

In some of the governmental institutions there are specific learning materials for the personnel in charge of governmental procurement with a view to increase the officials' awareness of the necessity to take racial equality into consideration and of their legal obligations. Similar wording and design should also be followed in compiling advertisements that would encourage the candidates from ethnic minority groups to apply for a job.

The Crown Prosecution Service employs a checklist of the aspects of racial equality and diversity that

a supplier must adhere to while planning and preparing concerning all the cases of governmental procurement. On the other hand, a similar checklist is valid for the officials responsible for managing and monitoring governmental procurement contracts. The Home Office employs similar questions for the assessment of recruitment impact (i.e. assessing if the objectives of a recruitment plan foster equality in general) using different methods of improving racial equality according to its necessity, for example, advertisements or principal clauses of contracts. The British Telecom, in turn, has started to realise that actively supporting racial equality and diversity helps the organisation protect its brand as well as improve and enhance the reputation of the institution. The applicants for governmental procurement contracts have also understood that the proactive support of racial equality and diversity is changing into a great advantage of obtaining governmental contracts.

Workplace Diversity Policy in the Public Sector in Sweden and Great Britain

The idea that the government must set a positive example in terms of personnel's ethnic and cultural diversity has been of paramount importance for **Swedish** integration policy. Ethnic and cultural diversity which means minority nations and races being represented at the workplace is not only seen as a quality indicator but has a significantly more important meaning being one of democracy indicators, and paying attention to that will make the public sector more trustworthy. A career in public services requires excellent command of Swedish language and knowledge of Swedish administrative culture. These two factors are the main obstacles for immigrants searching for employment in Swedish public sector. Moreover, some of the high administrative posts require Swedish education, which can also exclude numerous otherwise suitable candidates from the competition. Thus, due to the above mentioned reasons coupled with some other obstacles, the representation of immigrants in public sector has been rather low for years. However, on the basis of statistic it can be claimed that the situation is changing; for instance, the proportion of state employed officials of foreign descent increased from 9.2 per cent in 2000 to 11.1 per cent in 2006 (Arbetsgivarverket 2007: 4).

The change has been caused by the steps Swedish government took in order to foster ethnic diversity. In accordance with the Act on Measures Against Discrimination in Working Life on Grounds of Ethnic Origin, Religion or Other Belief passed in 1999, employers are obliged to foster ethnic diversity at the workplace and it can be stated this has been an important objective of all the governmental organisations

Public sector is regarded to be a role model in promoting diversity at the workplace and an exemplary employer. The Swedish government holds a view that the measures employed by the public sector to foster ethnic diversity at the workplace will later be overtaken by the private sector, which will, in turn, foster the implementation of the measures in society as a whole. In the spring of 1999, the integration minister Ulrika Messing proposed an initiative to develop a governmental plan of action for fostering ethnic diversity in government offices. The objective of the plan of action was to raise public awareness of how personnel diversity fostered, in turn, the diversity of competences and better quality of providing public services to various target groups. The plan of action stated that the recruiting policy of government offices should be based on the principle of ethnic diversity; in order to implement it more efficiently, separate institution were advised to adopt plans of actions to increase ethnic diversity. The plans of actions have varied as to their content and extent, and a large proportion of these have not included quota systems or any indices measured in specific numbers. Labour market institutions have been the most active in developing such plans of actions.

According to the data from *Utländsk bakgrund i staten* 7.5 per cent of personnel born abroad worked in central government institutions in 2000; in 2006 this proportion constituted 9.1 per cent, and 11 per cent for government offices in general (Arbetsgivarverket 2007: 5). Taking into consideration the fact that in 2000 14 per cent and in 2006 16 per cent of all the population aged 20-46 were immigrants, it can be claimed that Swedish efforts to improve integration and ethnic diversity have been successful.

since. The government has also included propositions on the issue at hand into numerous draft acts of government offices.³²

32. Telephone interview with Hans Hillforth, the assistant advisor of the Ministry of Integration and Gender Equality (02.11.2007, Kadri Nestra).

Since 1999, state institutions have been obliged to report on the measures they have implemented and future plans to foster ethnic diversity in recruiting their employees. The Swedish Administrative Development Agency is responsible for the process as well as for guiding and co-ordinating the anti-discrimination project in five Swedish provinces. The first general report on state institutions compiled in 1998 even before the act was passed showed that around 8 per cent of state institutions did not employ any specific methods to increase diversity. However, the report compiled in 2000 stated that 20 per cent of institutions had developed large scale plans and started vigorous activity in order to increase ethnic diversity at the workplace. Some of the institutions employed personnel of foreign descent; the others set objectives in numbers, and quite numerous institutions started directing their recruiting campaigns at immigrant population.

The recruitment process relies on anonymous application. This method was first used by the previous government, but it has not yet become deeply ingrained and is only employed to a certain extent in certain cases. It is not easy to assess the effectiveness of the method, but it is believed to decrease the possibility for discrimination. In the first stage of the anonymous recruitment process, only formal qualifications such as education and relevant experience are taken into consideration, and personal and social characteristics only emerge during the interview; thus, first of all, attention is paid to the candidate's knowledge and skills, and the possibility of bias caused by the person's ethnic or racial background is excluded. Such a method also guarantees that national minorities have bigger odds of successfully completing the first stage and moving further.

In addition to the schemes described above, immigrants in Sweden who would like to start working in the public sector can attend additional training courses. Today they can choose from the courses taught in four universities (Stockholm, Göteborg, Malmö and Linköping), and the objective of these preparatory courses is to broaden immigrants' opportunities in the labour market by offering the university degree necessary for an administrative career.³³

The Swedish Broadcasting Council (*Sveriges Radio*) has initiated the project entitled *More Colours in the Media* whose objective it is to employ more journalists from ethnic minority groups and immigrant communities. The government has also allocated funds to the Journalism, Media and Communication Department of Stockholm University with a view to develop a course of lectures *Media, Diversity, People* which would focus on such topics as the representation of ethnic minorities and immigrants in the media and the role of news reporters in opposing bias and fostering cultural diversity in society.

The government has also directed its policy of fostering ethnic diversity at the workplace to the local level. Since 2000, the local governments that have been the most successful in the area are awarded a prize. A diversity award is also given by FORUM, an umbrella organisation uniting eight labour unions and boards, with a view

to acknowledge the effort of the state institutions fostering the policy of cultural diversity in their personnel recruitment and working conditions.

33. Telephone interview with Hans Hillforth, the assistant advisor of the Ministry of Integration and Gender Equality (02.11.2007, Kadri Nestra).

As of 2006, public officials of **Great Britain** contained 8.4 per cent employees from ethnic minorities, which correlates with the general national composition of the population. The data can lead to the conclusion that the percentage of minority representation varies considerably from region to region and is directly linked to the peculiarities of the region. For instance, the minority percentage varies remarkably in London,

but the average is 40.2 per cent, and the representation of minorities in public offices is 30 per cent whereas in the South-Eastern part of Great Britain the corresponding proportions are 8.7 per cent and 5.2 per cent. After studying the representation of ethnic minorities in higher positions, it can be stated that they are underrepresented in comparison to the native-born white British, although some improvements have been made in this sphere. While in 2005 only 3.5 per cent of the highest posts (SCS level) were occupied by ethnic minorities, in 2006 this proportion constituted 4.1 per cent. In the second highest type of post (class 6/7), their representation proportions were respectively 5.3 per cent and 5.9 per cent (National Statistics Online 2007).

The Amendment to the Race Relations Act passed in 2000 in Great Britain contains an important additional clause – an observation that all the public service institutions are obliged to foster ethnic equality. The purpose of the observation is to help all the state authority bodies offer just and accessible service and improve equal opportunities in their recruiting procedures. By passing the Amendment, Great Britain received the most influential legislation in the area of ethnic equality ever. The act in question place legal obligations on more than 43,000 state institutions. The UK Statistics Authority regularly gathers data as to the ethnic proportions of public officials.

London Police Department is a good example of occupations that received special attention in the governmental strategy publicised in 2005 (City of London Police, Race Equality Scheme Monitoring Report 2005). It is believed that in order to guarantee equal treatment of all parts of society, ethnic diversity should be favoured in both police forces and the police governing body. In order to achieve this target it is important for the ethnic composition of police forces in certain town parts to correspond to the ethnic composition of these areas. London Police department has been closely monitoring the ethnic background of its workers and paid attention to the representation of ethnic minorities since 2004. The report of years 2004-2005 stated that 4.9 per cent of police officers and 16.6 per cent of all the workers belonged to racial minority groups. The research conducted a year later showed that the respective indicators were 5.35 per cent of police officers and 18.62 per cent of all the workers (City of London Police, Race Equality Scheme Monitoring Report 2006). London Police Department has been set an objective of employing at least 7.3 per cent of ethnic minority police officers by 2008, and, judging by the latest development, such a result is quite reachable.

In November 2005, the Commission for Racial Equality issued a document titled *Code of Practice on Racial Equality in Employment* which characterises the trend towards decreasing ethnic discrimination. The above mentioned document is still merely advisory, and does not place any legal obligations on employers. On the other hand, the document thoroughly presents legal base for decreasing discrimination as well as the rights and obligations of employers and employees and explains what different forms of discrimination exist in society. The document also contains examples of applications to avoid later discrimination (job advertisements, records of code of work eliminating discrimination

etc.) which could simplify the work of an institution.

The initiatives of the public sector on the current issue have received positive feedback both in the country and abroad. At the same time, policy analysts have referred to several dangers that emerge in case of the absence of a proper monitoring system. The assessment of the effectiveness of the policy at hand also needs close monitoring of ethnic minorities and immigrants according to their ranks to prevent the concentration of the target group in lower ranks. For example, higher-rank public officials of ethnic minority and immigrant descent in Great Britain constitute 3.3 per cent whereas those of lower ranks 10 per cent of all the official posts (OSCE 2006: 53).

Examples of Measures and Actions in the Sphere of Labour Market Integration

Ethnic Minority Employment Task Force (UK)

The Ethnic Minority Employment Task Force was created in Great Britain with a view to be specifically occupied with the problems of ethnic minority employment. Research has shown that ethnic minorities, especially dark-skinned, have fewer opportunities to find a job and to keep it in comparison with their white fellow residents. The Task Force was created by the strategy department of the Prime Minister's Office in accordance with the recommendations in the report on the research of the situation of ethnic minorities in the labour market conducted in 2001.

The report stated the necessity to tackle the problems of the employment of ethnic minorities by using the following actions and methods:

- Actions that would increase the education level and skill development of ethnic minorities;
- Actions that would enable people to have contact with work by reforming previous employment programmes, encouraging private business organisation, and removing the obstacles that hinder employment in necessitous spheres;
- Actions that would foster equality at the workplace by raising the employer's awareness, better counselling and usage of government sanctions such as the policy of recruitment.

The objectives of the Task Force are to find solutions to the problems mentioned in the report, to monitor the progress towards the stated goals, to co-ordinate the work of various public offices and to guarantee the implementation of the governmental ethnic minorities' strategy.

The Task Force includes the following government units: the Department for Work and Pensions, the Department for Trade and Industry, the Department for Education and Skills, the Department for Communities and Local Government, the Department for Culture, Media and Sport. The representatives of the Commission for Racial Equality, the Greater London Organisation and the Confederation of British Industry also participate in the group work.

Youth employment programme in Amsterdam

The purpose of the Amsterdam city council youth employment programme is to solve the problem of youth unemployment. The young unemployed who do not participate in studies do not qualify for the financial support and other increasing welfare benefits provided to the unemployed by the city council. Instead, they are encouraged to return to school or volunteer for one of the work projects meant for studying a certain vocation, offered by the local government. Although this approach is characteristic of general youth policy in Amsterdam, it mainly concerns the target group of young people of immigrant background. Notwithstanding the fact that most of the young people mentioned possess quite good work experience, they lack the necessary social skills, are in the midst of different social problems and are usually not easily tempted to participate in state employment programmes.

Different local government's institutions (schools, social workers, labour market bureaus, police departments) co-operate closely establishing remarkably strict and inflexible guidelines and rules to force young people either to participate in a work project or return to school. When one of the given objectives is achieved, the representatives of the authorities proceed guiding the young in order to discover the necessary skills that will enable young people find their niche in the labour market.

The practical method at hand guarantees young people the personal attention that is both positive and directed into the future. The main objective of the creators of the policy practice is to make young people more aware of their personal responsibility and (development) potential. It is one of the reasons why the authorities of Amsterdam have started favouring the policy that is free from ethnic categories and specific target groups but whose prescriptions directed at individual development have shown especial effectiveness in case of young immigrants.

Arbeidsvoorziening – public sector service (The Netherlands)

Since 1997, Dutch government had been implementing the so called labour market trajectory policy which was focused on regulating public sector workplaces and aimed at achieving the proportional representation of ethnic minority groups at public sector workplaces by at least 2000. Although larger representation of ethnic minorities at public service workplaces has been achieved, the incidence of this group being appointed at certain posts is still much lower than that of the native Dutch.

Additionally, the legislation has been changed in order to further influence the demand. Dutch negative experience with quota system could be mentioned here. In order to decrease the inequality of labour market conditions, the government passed an act that obliged any enterprise with more than 35 workers to employ ethnic minority representative in the proportion corresponding to their population in the region where the enterprise was situated. The enterprises in question were yearly forced to report on their steps in the given direction. The fact that the act referred to the enterprises with more than 35 workers was considered one of its weaknesses as it is that small enterprises are usually the most labour-intensive. Moreover, there were no sanctions for not adhering to the act. Enterprises complained about a vast amount of administrative work required by the legislation, and at 1996 only 14 per cent of the enterprises obliged by the law were actually fulfilling the requirements. In 1998, the

act was substituted for milder regulations that saw employing ethnic minorities as a bonus and not an obligation.

Useful Links

National Reform Programmes for implementing the Lisbon Strategy of the EU:

http://ec.europa.eu/employment_social/employment_strategy/national_en.htm

ALMI special consultation service for immigrant entrepreneurs (Sweden):

http://www.almi.se/downloads/almi_english.pdf

Jobcentre Plus (UK):

<http://www.jobcentreplus.gov.uk>

Businesslink (UK):

<http://www.businesslink.gov.uk>

Consolidated Act on Teaching Danish as a Second Language for Adult Foreigners and Others, and Language Centres:

<http://eng.uvm.dk/publications/laws/danishlow.htm?menuid=1530>

Internet environment for learning Danish as a second language:

<http://www.dansk.nu>

Code of practice on racial equality in employment (UK):

<http://www.equalityhumanrights.com/Documents/Race/Employment/Code%20of%20practice%20on%20racial%20equality%20in%20employment.pdf>

Ethnic Minority Employment Task Force:

<http://www.emetaskforce.gov.uk/index.asp>

Statistics of the ethnic background and positions of British civil service employees:

http://www.statistics.gov.uk/downloads/theme_labour/CivilService2006TablesandCharts.xls

Involvement in Public Life

Involvement in public life means opportunities for every citizen to participate in the activity of public institutions. The more open public institutions and society as such are, the better the opinions and interests of all the members of society are represented. Political rights that are established in ways varying from country to country constitute an important tool for the involvement in public life. The acquisition of citizen rights varies in all the three countries from rather a liberal citizenship policy in Sweden to the policy of Denmark that has become stricter with time. Great Britain occupies the middle section (see part I of the report for the description of citizenship policies of the countries). However, the acquisition of citizenship is not the only way to be able to participate in public life. For instance, Sweden and Denmark enable citizens of other countries to participate in local elections whereas they can both elect and stand for election.

In addition to formal political rights, immigrants' participation in public life is influenced by activity in civil society organisations. The more civil unions there are in society and the closer their network

The distribution of information in immigrants' native language is not considered to be controversial alongside simultaneous teaching of official state language. For example, the information concerning immigrants' rights and opportunities in Denmark at the homepage of The Ministry of Refugee, Immigration and Integration Affairs is not only presented in Danish and English, but also in the languages of the 14 largest immigrant nation groups (www.inm.dk).

is, the more active the residents are in societal life including the participation in elections. In all the researched countries, the central government has taken certain steps in order to create advisory boards uniting immigrants. Sweden is one of the few European countries that consider the support of immigrants' political activity one of the most important spheres of integration policy.

Informing immigrants in their mother tongue about the aspects concerning their involvement and opportunities in the new country of residence is considered necessary in increasing their societal activity. For example, immigrants can obtain the materials about the country's education system in their mother tongue; however, it is local governments that have been especially active in compiling the materials concerning local life in immigrants' native languages.

The support of immigrants' political activity in Sweden

Having lived in Sweden for more than three years, in addition to the rights of voting and stand for election in local governments non-citizens obtain the right to belong to a political party and establish unions liable for governmental financing. As the result of the 2002 elections, 25 (7 per cent) deputies of the Riksdag were of immigrant descent which corresponds to immigrants' percentage in society (7 per cent of citizen but 12 per cent of the whole population). Since 2000, Swedish government has demonstrated considerable effort in order to increase political involvement of the whole population by implementing numerous democracy developing programmes stating immigrants and their descendents as separate target groups.

In 2000, the Swedish Democracy Analysis Commission established by the government presented a report that emphasised the worrying trend for political passiveness in several society groups (Time for Democracy 2001). The government initiated the civil activity strategy and plan of action named

Time for Democracy based on the report at hand. The target group of the project did not only include immigrants, but the whole population of Sweden; still, young people and immigrants were considered very important target groups because of their low involvement. The project lasted for two years (2000-2002) and was allocated SEK30 million. A special democracy advocating council presided by then the Minister for Democracy, Administration and Consumer Rights, Britta Lejon, was responsible for the implementation of the programme.

A special homepage www.demokratitorget.gov.se was created to foster societal activity. Local governments often demonstrated their proactive attitude by creating their own advisory boards to discuss the problems concerning democracy development and public involvement. Several independently initiated projects aiming at the least active society groups and mainly focused on the development of democracy at the local level or at the issues of democracy in school were also financed within the *Time for Democracy* project (SEK 13 million was allocated for 101 projects). The 80th anniversary of the establishment of universal political rights was marked with a large scale state initiated campaign in 2001 and 2002.

In 2002, the government approved a new democracy strengthening strategy *Democracy in the New Century* whose main objective was to increase the population's election activity. Notwithstanding the fact that election activity in Sweden is one of the highest in Europe, (81.9 per cent of the population participated in the election of 2006) the government was concerned about its progressing decrease. The target group, again, included the whole population with special attention paid to young people, those of foreign descent and the unemployed. The necessity to take some actions to increase election activity was once again emphasised in this strategy. Information campaigns about the importance of the voting right were planned as the main type of activity. In addition to the campaign to celebrate the 80th anniversary of the establishment of universal political rights, the 25th anniversary of non-citizens receiving the right to vote was celebrated in 2001 on the local level. In 2006, only 37 per cent of the non-citizens entitled to vote participated in the elections on the local level, this being the lowest participation

Since 2003, Swedish government has organised information campaigns during several election periods in order to increase people's political activity, especially election activity. The campaigns are aimed at the whole population, with young people and those of immigrant descent whose election activity has been lower than average being a separate target group.

percentage ever. The availability of information and awareness are considered to play an important role in fostering immigrants' involvement. That is why the inclusion of the introduction to Swedish democracy system and immigrants' rights and obligations into the courses offered within the framework of adaptation programmes was suggested. The topic of introducing the Swedish democracy system is also included in Swedish language teaching curricula.

Additionally, the government organises campaigns advocating active involvement during the national elections. The first campaigns took place during the 2003 election and during the 2004 European parliament election. The subprojects of the programmes can be found under the title *Time for Democracy – Eight Good Examples* at www.sweden.gov.se. For the election campaign of 2006 and the period until the next election, the government allocated SEK 22 million in order to advocate election and public activity among the population. The planned actions are supposed to focus on increasing people's awareness of their opportunities to influence the issues of everyday life and on effectiveness of different approaches to increasing public involvement and decreasing segregation.

Anti-Discrimination Policy

The creation of equal opportunities is considered the cornerstone of integration policy in numerous European countries. The integration of immigrants and minority nationalities in any sphere is not considered possible without the state implementing the policy of equal opportunities. The policy of equal opportunities is a mixture of the policy of individual rights (anti-discrimination legislation) and the proactive policy of equality (the impact assessment of positive discrimination and equal opportunities). A significant change in the legislation in the sphere of discrimination occurred in 1999 under the influence of the European Union, when one of its directives obliged the Member States to integrate the anti-discrimination provisions into the countries' legislation. Numerous countries have brought their anti-discrimination legislation much further than the EU required. Still, OSCE states that it is the discrimination on the grounds of nationality that is the least enacted in the countries, this being especially true for third countries' citizens (OSCE 2006: 6).

The scope of anti-discrimination policy in the studied countries varies. In Great Britain, the policy of equal opportunities constitutes the most important backbone for the development of integration policy. Similarly, the issue of discrimination has become an important part of integration policy in Sweden. However, although anti-discrimination legislation in Denmark does exist, there has not developed such a large scale policy area with its institutions and measures as in Great Britain and Sweden. The newly conducted comparative research of integration policies applied to the citizens of the third countries in the EU Member States (MIPEX 2007) shows that the mechanism of implementing the legislation in Denmark is weak and does not employ proactive information strategies. Similarly to Denmark, Estonian anti-discrimination policy has also received some criticism in the research. The same study highly appreciates the anti-discrimination policies of Great Britain and Sweden, giving Sweden the first and Great Britain the fifth place in the top list (after Portugal, Hungary and Canada). The integration policy of Great Britain is almost entirely based on the anti-discrimination principle or connected to a greater or smaller extent with the effort to eradicate discrimination. That is why it is difficult to distinguish integration policy from anti-discrimination policy in Great Britain, which was presented in the first part of the report. The current chapter reviews the anti-discrimination policy and its administration in Sweden.

In 1986, the Ombudsman against ethnic discrimination³⁴ (*Ombudsman mot etnisk diskriminering, DO*) whose task it is to counsel the government on all the discrimination issues and those related to immigrants and refugees was established in **Sweden**. The ombudsman's main responsibility is to review the discrimination related complaints received from the population and to support the application of anti-discrimination legislation by creating information materials, organising seminars and trainings and paying special attention to the sphere of education.

34. Additionally, there is also the ombudsman of equal opportunities (mainly dealing with gender equality), ombudsman against sexual orientation discrimination and the ombudsman against disability discrimination.

It must be emphasised that the ombudsman not only solves the cases of discrimination but also initiates anti-discrimination activities and measures. The latter mainly means meetings with government offices, enterprises and other organisations, influencing the public opinion and conducting information campaigns. The ombudsman's bureau has compiled a handbook on best practices of supporting diversity at the workplace which focuses on the transparency of the recruiting procedures, working conditions, and the issues of racial discrimination. As to the recruiting procedures, considerable attention is paid among other things, for example, to advertising a workplace with the help of immigrant organisations and schools. As to the working conditions, the necessity of the employer's attention to, for instance, food, uniforms and the celebration of festivals is emphasised. Additionally, the bureau has published an information leaflet for the public sector persuading personnel managers to use of the diversity principles in the recruiting process and to compile so called diversity action plans (Vollmer 2002).

Opposing the discrimination of any kind has been the focus of Swedish integration and minorities' policy. A range of anti-discrimination acts have been passed concerning various issues from discrimination in the labour market to equal treatment in higher education. The former Department of Integration, now a ministry, is responsible for anti-discrimination policy. In addition to the development of

legislation and policy, its responsibilities include the implementation of the policy and assisting local governments with discrimination issues by counselling and advice; it also trains the officials of the government, local governments and other key organisations (including entrepreneurs) in the sphere of measures used against ethnic, racial, gender and sexual orientation discrimination. In 2000, the government approved of an action plan with a view to fight ethnic, gender and sexual orientation discrimination (2000/01:59). By this plan, the Department of Integration was also obliged to compile the State Information Bank including the so far employed effective methods of fighting discrimination both in Sweden and the rest of the world. Moreover, the department had to distribute the information gathered into the bank and to guarantee its large scale availability. The Department of Integration was also responsible for initiating and maintaining active dialogue and consultations with civil society organisations and local governments on anti-discrimination measures and their effectiveness. In 2002, a parliament committee was established whose responsibility it was to review the anti-discrimination legislation in use at the moment and the equal treatment situation in society as such and to produce suggestions for further measures and policy steps.

There are anti-discrimination bureaus, established by such non-governmental organisations like the Red Cross or Workers Education Association and joined by private individuals working within large local governments. Quite many of these bureaus are financed by the state through the Ministry of Integration.

The ombudsman's bureau has also organised and conducted training for the personnel of such bureaus providing them with the necessary information and training materials.

Sweden has started developing the strategy and methods for systematic data collection that would inform policy developers and other parties about the instances of ethnic discrimination. Data collection is necessary for the assessment of the extent of discrimination and its increase or decrease. It is also considered useful for the development of methods of fighting racism and for the elimination of discrimination that hinders the process of integration.

Integration of New Immigrants: Integration Agreements

The current subchapter contains the examples of integration methods concerning new immigrants, used in the European countries which the research at hand otherwise does not focus on, providing additional information by drawing other countries into the comparison. The system of integration agreements has been used since the end of the 1990s by almost all the European countries facing more or less extensive immigration. The objective of the integration agreement is to set a realistic individual plan of integration into society for an immigrant arriving into the country. By signing it, an immigrant accepts the obligation to respect the state legislation, to become acquainted with and to accept the key values of the prevailing culture and to learn the country's language.

The target groups of integration agreements do vary from country to country, but as a rule all the refugees are obliged to participate in integration programmes. Still, in some countries, for instance, Denmark, the immigrants who have lived in the country for some time have the right to attend the free of charge courses offered by the state (language courses in the first place).

Germany

Since the new Immigration Act (*Zuwanderungsgesetz*) was passed in Germany in 2005, new immigrants have been obliged to attend at least 300 hours (at most 600) of German language courses as well as 30 hours of German civic studies (culture, history, constitution, judicial system, political institutions) in order to obtain the initial overview of the state's social and political structures. Whether a person will receive a permanent residence permit depends on their participation in the programme and passing the final examination. The above mentioned adaptation programme and integration agreement are obligatory for everyone lacking the minimal German language command or applying for certain state benefits. Failure to participate in the programme can result in a fine or the decrease of one's social benefits by up to 10 per cent. The expenses related to the integration programme are mainly funded by the federal government, although immigrants sometimes have to pay a moderate fee (€1 per hour). The budget of the integration courses constituted €208 million in 2005.

Austria

Austria implemented integration agreements (*Integrationsvereinbarung*) in 2003. The programme is obligatory for all the immigrants from outside EU having arrived in the country later than 1998. Highly qualified professionals staying in the country for at least two years and the people who succeed in proving their German language command by passing a test are freed from the obligation to sign the agreement. Signing the agreement is a prerequisite for obtaining or renewing a residence permit. The integration programme applied within the framework of the agreement consists of language courses (75 hours) and a citizenship education course (100 hours) after successfully passing the language examination. The objective of the courses at hand is to acquire the language skills at the necessary level (basic vocabulary and communication, reading simple texts) and the basic knowledge to be effectively involved in Austrian social, cultural, and economic life. The new immigrants are taught the skills necessary

for everyday life and also the facts about the country and its administrative system, democracy and general European values. Half of the expenses are paid by the immigrant or their employer, and the other half is financed by the state financing. In case of an immigrant failing to fulfil the goals stated in the integration agreement or meet the required deadlines, the state can apply various sanctions such as terminating one's unemployment benefit, decreasing the period of validity of a temporary residence permit, decreasing the target financing of the participation in the programme or issuing a fine. If an immigrant fails to begin the programme during the three years after arriving in the country or succeed in completing it during four years, it may result in the residence permit being removed and the person's deportation (if the person's unwillingness to integrate into society, *integrationsunwillig*, is proven). The Austrian integration programme is only conducted by the institutes certified by the Austrian Integration Fund (*Österreichischer Integrationsfond*).

France

The establishment of the French Reception and Integration Agreement (*Contrat d'accueil et d'intégration*) was a part of the new integration programme approved in 2003 and the preceding reform of the old programme initiated by Jean-Pierre Raffarin who was appointed prime minister in 2002. The activity within the framework of the integration agreement includes, first of all, a day-long instruction on citizenship education (6 hours of general "Life in France" studies) which is followed by 300-500 hours of French language courses. The programme is free of charge, and the participants receive an official participation certificate after its completion. As the objective of the integration agreement is to formalise the mutual obligations of the immigrant and the state, the emphasis on such general values of the Republic of France as democracy, freedom, equality, fraternity and secularity is characteristic of the agreement. Moreover, by signing the agreement immigrants officially express their willingness to integrate into French society and agree to accept and respect all the above mentioned values, which has given the agreement its unofficial name of the social contract (*contrat sociale*). Occupational training forms one part of the programme. Additionally, the agreement requires obligatory interviews with a view to monitor the immigrants' progress, which is why a general language and citizenship education test is not considered necessary although Nicolas Sarkozy elected President in 2007 has stated establishing such a test as one of his goals. The violation of the agreement or failure to participate in the programme do not result in direct sanctions on the part of the state but can influence the ease of obtaining the residence permit.

While prior to 2006 the integration agreement was optional, the fact that only 65 per cent of immigrants actually attended the language courses although their general attitude to the agreement was rather positive (around 90 per cent of all the new immigrants signed one) made signing the agreement obligatory for all the new immigrants except for those arriving from the EU. At the same time, as a result of the system reform in 2003, the obtaining of residence permits became rather complicated and directly linked to the integration agreement and the sufficient command of the French language. Broadly speaking, the integration agreement complemented by anti-discrimination policy is the two most important pillar of the French immigration policy.

Integration Policy of the Local Government in the City of Malmö

The objective of the current subchapter is to bring an example of integration policy good practice development and implementation by the local government. The role of local governments in integration is extremely important in Sweden and other Nordic countries as a broad scope of responsibilities in implementing government policies lies in the domain of local governments. Local governments have themselves come up with numerous initiatives and policy measures in order to foster integration. That is why the example of the city of Malmö was chosen as an example of good practice.

The population of Malmö includes 26 per cent of residents of foreign descent, in addition to the 8 per cent of the people who have been born in Sweden but whose both parents are immigrants. 45 per cent of schoolchildren were born in other countries or into immigrant families. As a rule, immigrants tend to reside separately from the native population mainly in the rather deprived suburbs of the city, which complicates their employment situation and strengthens their social isolation and exclusion from society. The city project Metropolitan Policy has been initiated in cities in co-operation with the state; among other things, it should also stop social and ethnic segregation in cities and provide city residents with maximum equality and comparability of working condition as well as gender equality. The index of segregation measuring the degree of geographic segregation between immigrants and the native population has changed as follows in three Swedish cities: it has decreased in a way in Malmö, increased in Stockholm and stayed at the previous level in Göteborg. At the same time, the proportion of people of foreign descent in Malmö has increased considerably in the recent years.

The integration plan of action and administrative organisation of the city of Malmö

Malmö integration policy basics rely on the *Action plan to promote integration in the City of Malmö* approved in 1999 which states the most general principles, goals and measures of integration. The action plan is a horizontal policy document stating that all the Malmö city officials, committees, policy commissions and the enterprises under the authority of the local government must rely on the principles and objectives it establishes. In a broader sense, integration is considered a vital part of ensuring the survival of a community consisting of numerous cultures. Still it is true that immigrants obviously exist separately from the native population, which is why the common points necessary for establishing and maintaining the contact between different communities are either insufficient or nonexistent.

The integration policy of Malmö has clearly touched upon the issue of immigrants of different status and backgrounds; all the minorities residing in the country are not viewed as a uniform group. People are divided into subgroups on the basis of their age, religion, family values, beliefs, traditions, language, class belonging, education and profession. Moreover, the duration of their residence in the country (including the nature of immigration; whether the wish to remain in the country is temporary or permanent), place of residence, the community they live in, discrimination experience and the general values of their friends, relatives and other important individuals are taken into consideration. The action plan also recognises the fact that not only is integration

a lengthy process but it also requires active participation and incentive of the whole society.

Thus the main principles of Malmö integration policy are the equal recognition of all the people and regarding diversity rather as a resource and wealth, not an obstacle. The objective is to provide all residents of Malmö regardless of their cultural descent, religion or social status with equal rights, obligations and opportunities. The creation of a common living environment free from the fear of aliens, from discrimination, xenophobia and racism is also considered a very important objective. This is partly the reason behind the definition of Malmö integration policy as “respect” meaning not only the understanding and recognition of differences between people, but also of these people’s possible common traits. In its action plan, the city of Malmö states that in order to function as a united social community it needs common language, common legal norms and points of contact and most of all mutual respect and tolerance.

The action plan emphasises the importance of local governments in fostering integration i.e. bringing it to the level that is the closest to a citizen and at the same time makes it a link between other society sectors. Also, one of the objectives of the integration platform of Malmö is to become a role model for other Swedish local governments. Consequently, the role of volunteer organisations, clubs and cultural societies as the places where people of different ethnic and cultural descent can meet is considered to be one of paramount importance to integration. The role of enterprises and private sector is also regarded extremely significant for the success of the integration process, especially the minorities’ activity in the labour market.

The main integration policy coordinating organ within Malmö local government is the Integration and Employment Directorate with its extremely important body, the independent Anti-Discrimination Bureau. The directorate is responsible for the following areas: the co-ordination of local government’s integration activity, of labour market measures and training, the reception of new immigrants (for example, organising Swedish language courses), developing and applying special methods for people with special needs, adult education, and, finally, implementing the development plan of Malmö in accordance with the agreement with the Swedish government. The directorate also develops and assesses policies and co-ordinates the co-operation on different state and local levels. The directorate employs 14 permanent workers, and its budget for 2007 constituted more than 559 million Estonian kroons.

Examples of the implemented measures

The target group of the integration action plan does indeed constitute the whole population of the local government’s area, but special attention is given to such special needs groups as senior residents, women and young people with identity problems.

It is also the local government’s responsibility to take rigorous actions that would foster ethnic diversity in various local government institutions and would offer more opportunities for occupational practice. It is also considered important that the local government is actively involved in the distribution of knowledge and information to local entrepreneurs about the benefits of diversity at the work place and the development potential the diversity can create.

In the sphere of education, the action plan prescribes the following measures:

- Developing special educational and informative programmes in order to increase Malmö population's knowledge about various ethnic groups and religions with a view to foster mutual understanding and to fight racism, xenophobia and discrimination.

Malmö integration action plan pays special attention to the city authorities' and officials' awareness and readiness to deal with the problems of integration. For example, an objective has been set to reorganise the employees' structure of the local government into one reflecting the ethnic and cultural diversity of the population of the city of Malmö, which would, in turn, ensure better quality of the service due to better understanding of the population's needs. Additionally, the officials employed by the local government are to be trained and informed for the sake of removing barriers, which would foster officials' self-analysis and, deriving from that, may lead to the necessity to change certain attitudes.

- Encouraging schools activities to foster intercultural dialogue and to involve the parents more actively in the development of the dialogue.
- Improving Swedish language teaching in schools and pre-school facilities.
- Providing all school teachers with special training that will help them teach children with various language and religious backgrounds more effectively.

There are some other areas of city life subject to its integration policy. For instance, banks are to ensure the procurement of equal start-up support package irrespective of the applicant's social or ethnic status; construction is to be extensively co-ordinated while taking into consideration different needs in order to avoid segregation; united summer schools, exchange programmes, practice sessions and camps are to be organised for children and young people from various parts of the city.

APPENDICES

Table 1. The proportion of foreign-born population (1995-2004)

Year	Sweden		Denmark		Great Britain	
	number	% of the population	number	% of the population	number	% of the population
1995	936 000	10,5	249 900	4,8	4 030 700	6,9
1996	943 800	10,7	265 800	5,1	4 131 900	7,1
1997	954 200	10,8	276 800	5,2	4 222 400	7,2
1998	968 700	11,0	287 700	5,4	4 335 100	7,4
1999	981 600	11,8	296 900	5,6	4 486 900	7,6
2000	1 003 800	11,3	308 700	5,8	4 666 900	7,9
2001	1 028 000	11,5	321 800	6,0	4 865 600	8,2
2002	1 053 500	11,8	331 500	6,2	5 075 600	8,6
2003	1 078 100	12,0	337 800	6,3	5 290 200	8,9
2004	1 100 300	12,2	343 400	6,3	5 552 700	9,3

Source: OECD International Migration Outlook 2007.

Table 2. Naturalisation process (1995-2004)

Year	Sweden		Denmark		Great Britain	
	number	% of immigrants	number	% of immigrants	number	% of immigrants
1995	31 993	6,0	5260	2,7	40 516	2,0
1996	25 552	4,8	7283	3,3	43 069	2,2
1997	28 867	5,5	5482	2,3	37 010	1,9
1998	46 502	8,9	10 262	4,1	53 525	2,6
1999	37 777	7,6	12 416	4,8	54 902	2,5
2000	43 474	8,9	18 811	7,3	82 210	3,7
2001	36 397	7,6	11 902	4,6	90 295	3,9
2002	37 792	7,9	17 300	6,5	120 125	4,6
2003	33 006	7,0	6583	2,5	125 535	4,9
2004	26 769	5,9	14 976	5,5	140 795	5,1

Source: OECD International Migration Outlook 2007.

Figure 1. Teaching Danish as a foreign language for the adults (Petersen 2004)

Teaching Danish as a foreign language for the adults (2004)			highest level (studieproven)		
			<i>written</i>	<i>oral</i>	
			module 6	exam level 3	effective attainment: action C1
		exam level 2		module 5	advantage B2
	exam level 1	<i>written</i>	module 6	<i>oral</i>	
	<i>oral</i>				
	module 6	module 5	module 4		threshold B1
<i>written</i>	module 5	module 4	module 3		
module 6	module 4	module 3	module 2		elementary-skill A2
module 1,2,3, 4 or 5	module 2	module 2			breakthrough A1
	module 1	module 1	module 1		
<i>Danish course 1</i>		<i>Danish course 2</i>		<i>Danish course 3</i>	

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