Making Integration Work

Introduction Measures for Newly-Arrived Migrants

OECD

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BETTER POLICIES FOR BETTER LIVES

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Foreword

This is the sixth publication in “Making Integration Work”, a series that summarises the main lessons from the OECD’s work on integration policies. The objective is to summarise in a non-technical way the main challenges and good policy practices to support the lasting integration of immigrants and their children in the host countries.

This edition takes stock of the experiences of OECD and EU countries across a broad range of issues related to introduction measures for new arrivals, from skills assessment and language training to health and housing. The volume evaluates some significant barriers to participation in introduction offerings, exploring a number of key considerations countries benefit from exploring when designing introduction programmes and drawing from supporting examples of good practice. It also provides a comprehensive comparison of the policy frameworks that govern integration policy for migrants in OECD and EU countries. Information about the different policy frameworks was gathered through a questionnaire sent to member countries.

Previous editions of this series addressed the integration of refugees and others in need of protection, the assessment and recognition of foreign qualifications, integration of family migrants, integration of young people with migrant parents, and language learning for adult migrants.

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Introduction

Why are introduction measures for new arrivals so important?

Migration inflows in OECD and EU countries have been on the rise in the past decades, despite the large drop during the COVID-19 crisis. At the same time, evidence has been accumulating that recent migrants have lagged behind the native-born. These two broad patterns clearly point to the need to pay attention migrant integration from the early stage of their arrival in the host country. Migrants have the potential to bring substantial benefits to their host countries (OECD, 2021[1]), and yet, it is clear certain systemic barriers exist that can prevent them from reaching that potential. Joint work by the OECD and the EU has shown that migrants in most OECD and EU countries have on average worse outcomes than the native-born population (OECD/European Union, 2018[2]). Gaps in unemployment and employment rates between foreign and native-born populations remain significant in most countries, with some notable exceptions. Newly arrived adult migrants, who have been raised, educated, and often employed in a very different context from the one where they find themselves in their host country, will likely need some assistance in bridging these gaps. Introduction measures can help countries enhance the benefits that productive migrants bring to their communities.

Successful labour market integration is often seen as essential to maintaining the welfare state (primarily in European countries), and employment is widely regarded as a path to social integration and cohesion. In recent years, there has also been growing attention to social integration, with a view towards ensuring that newly-arrived immigrants are aware of, and indeed ideally share, the core values of the host-country society (see below). The most sensible time to take stock of a migrant's existing skills and develop a plan to build new ones is upon their arrival in the host country.

Migrants arrive in their host country with a variety of different skills and competencies. Upon their arrival, it is very important to take stock of their existing skills and develop a plan to build new ones. Migrants can be expected to be at different points in their lives, have different goals and obligations, and have different needs. If needs and expectations are addressed at the early stages of the integration trajectory, the migrant has more time to settle in to life in the host country. Integration is the process by which migrants build upon the portable skills they have, adding country-specific skills – notably language – and understanding. Working-age migrants will also have more productive years ahead of them than they would if integrated later. Improving the labour-market outcomes of migrants is important, for both the host country and the migrant.

Early integration is not only a predictor of later outcomes. There is evidence that early intervention provides strong payoffs (OECD, 2014[3]). In particular, targeted introduction measures can hasten improvements in outcomes by creating more opportunities for newly arrived immigrants to find work quickly or begin an educational/vocational programme. Among these measures, language training has received significant focus given the fact that language proficiency impacts so many other integration outcomes, allowing migrants to access services, to communicate their needs within the host-country society, and enter the labour market earlier. Immigrants who speak the host-country language have significantly higher

employment rates than those who report language difficulties – independent of the reason for migration and the level and origin of qualifications (Zorlu and Hartog, 2018[4]).

The first years of settlement are a dynamic phase for migrants. In all countries, longer residence is associated with better knowledge of the host-country language and higher employment rates for immigrants, but the learning curve tends to be steeper during the early years after arrival than in later years (Hartshorne, Tenenbaum and Pinker, 2018[5]). Across the EU, among recently arrived non-native speakers, attending a language course in the host country has been associated with an 8 percentage point greater likelihood of proficiency in the host language (OECD/European Union, 2018[2]). Emphasising early language learning for adult new arrivals should provide a high pay-off, particularly in countries with a high share of humanitarian migrants, who often have little-to-no proficiency in the host-country language and often have concurrent integration needs.

Current integration trends recognise the heterogeneity of the migrant population

In addition to the economic benefits, integration contributes to higher acceptance of immigrants in host-country society and, more generally, to social cohesion.[1] The native-born have generally been found to be more welcoming of migrants who work with them, learn the host-country language, and are considered "well-integrated." To further this sense of social cohesion, host countries have an interest in improving integration relative to what has been done in the past. Most countries have thus stepped up their integration offers for new arrivals.

Countries increasingly understand that integration is an individualised experience requiring tailor-made solutions

In parallel, in recent years, the majority of OECD and EU countries have shifted towards considering migrants as individuals with specific needs rather than as a homogenous group. Family migrants are often more likely to have childcare obligations or lower levels of host-country language on arrival, posing specific integration challenges. Individuals also bring their own culture and traditions, and are seeking to reconcile those with the social norms of the host country without leaving them behind. Greater understanding of these issues has led countries to develop more tailor-made integration solutions, to focus more on unique challenges, such as gender-specific issues, and to increase attention to social integration that allows migrants to exchange with the native-born regarding their own cultural specificities.

Individualisation also emphasises the capacity to adapt measures in response to changes, be that a migrant's capacity to learn more quickly than anticipated, or an external event that impacts some individuals more profoundly than others.

All OECD and EU countries propose some form of introduction measures to new migrants, but wide variation exists between the offerings. For some countries, the term "integration programme" refers to a specific set of measures and benefits provided as a package (Box 1). This may be available to all migrants regardless of category, or it may be targeted towards specific groups of new arrivals, especially humanitarian migrants. Other countries may not have a comprehensive integration programme at all but still may offer specific introduction measures that can be combined to create an integration plan.

Particularly in countries that have only recently experienced significant immigration, policy measures to assist new migrants in settling in and acclimating to their new host country have typically been focused on ensuring basic needs are met. It is common that such measures originate at a local level, particularly where migrant numbers are small, and indeed, in many countries, such measures have targeted only humanitarian migrants, implemented as they were in response to large waves of humanitarian migration (Table 1).

Table 1. Level of introduction service provision, by migrant category

	Extent of integration service provision		
	Humanitarian	Family	Labour
Australia			
Austria			
Belgium (Flanders)			
Canada			
Chile			
Colombia			
Costa Rica			
Croatia			
Czech Republic			
Denmark			
Estonia			
Finland			
France			
Germany			
Greece			
Iceland			
Ireland			
Israel			
Italy			
Japan			
Korea			
Latvia			
Lithuania			
Luxembourg			
Mexico			
Netherlands			
New Zealand			
Norway			
Poland			
Portugal			
Romania			
Slovak Republic			
Slovenia			
Spain			
Sweden			
Switzerland			
Türkiye			
United Kingdom			
United States			

Extensive national programme
Broad, targeted national measures
Small-scale national measures
Local measures
Mainstream measures

Note: "Small-scale national measures" implies that such measures exist but only for select courses, such as language or civics. The presence of a national measures does not preclude the existence of local measures. The designation is intended to reflect the system at its highest level of government.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Box 1. A note on terminology

OECD and EU countries have taken a wide variety of approaches to design of introduction measures. In many cases, this includes the delineation of separate integration pathways for migrants based on their reason for immigration/migrant category. Along with these divergent pathways comes different terminology. Most countries have a suite of introduction measures for humanitarian migrants. The term "humanitarian migrant" is a generic term which refers to persons who have completed the asylum procedure with a positive outcome and have been granted protection. It subsumes the categories "migrants with asylum/refugee status", "beneficiaries of subsidiary protection", "sponsored refugees", and "resettled refugees." In most countries, family members of the above categories, including those joining later, benefit from the same measures. However, this is often restricted to those who join the principal humanitarian migrant in the first years of settlement or before the principal migrant obtains citizenship (see Chapter 2. for discussion).

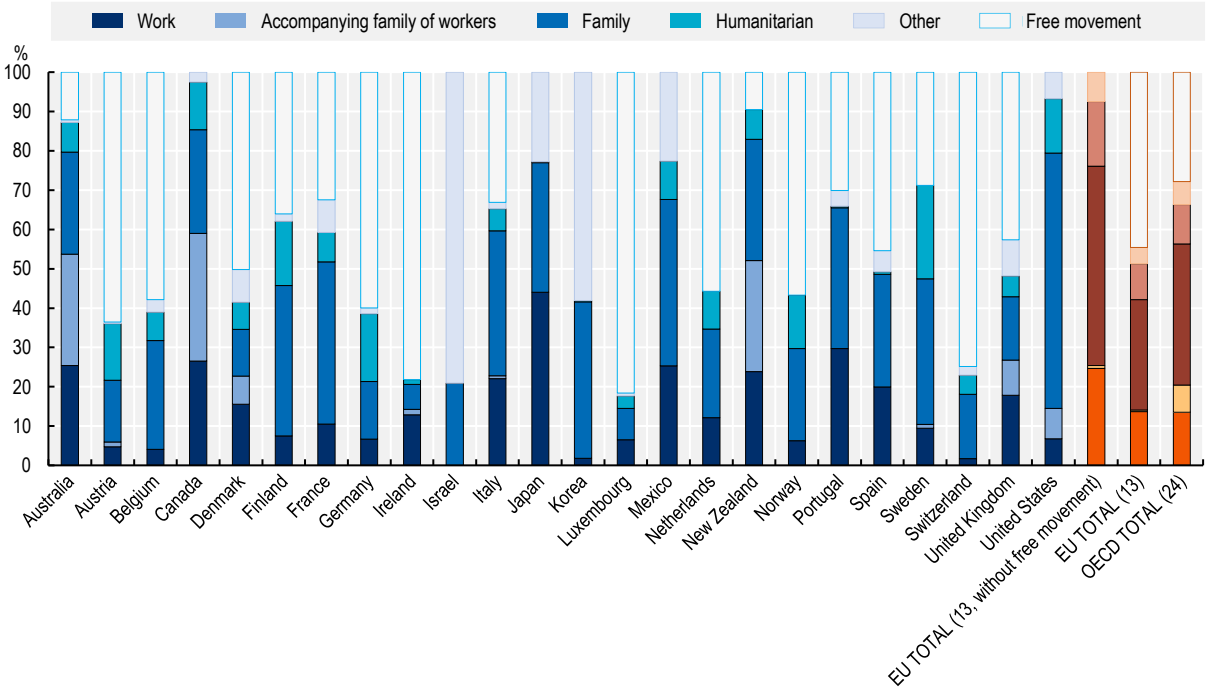
In some countries, the set of measures proposed to new arrivals is referred to as an integration (or introduction) programme. Typically, when this is the case, the country is distinguishing this programme from other more specific measures it offers to a broader category of migrants. In some countries, an integration programme is intended to occupy the majority of a migrant's time during the first years of migration. It may thus be accompanied by substantial financial support. However, other countries may use the term integration programme to describe something shorter-term or less encompassing. It does not follow that those countries that do not have a formal "integration programme" are not providing similar measures. Most countries at least some have targeted introduction measures that cover a variety of integration needs – with language training being the most common element. Other countries that offer individualised guidance, or those countries that allow full access to mainstream national services may be meeting as many of a migrant's needs. In some circumstances, mainstream measures that account for migrant status and specific needs may also be seen as "targeted" introduction measures. This is often the case, for example, when distance to the labour market is used in jobseeker support, and language mastery is one of the key elements in the measurement and objective setting.

However, the foreign-born population is made up of quite different categories of migrants (Figure 1). In Switzerland, for example, many immigrants arrive for employment, whereas in the United States, family migration makes up the majority of legal immigration flows (OECD/European Union, 2018[2]). Freedom of movement arrangements such as the EU/European Economic Area (EEA) or the Trans-Tasman Travel Arrangement, on the other hand, enable significant flows of migration for employment. These groups are categorised by a diversity of skill levels that require different levels of support. While family migrants may not need the same health or housing support as humanitarian migrants, their language competency and education background may not position them well to enter the labour market without support.

It is important to move from providing ad hoc support in response to crisis to comprehensive and well-considered solutions to support long-term integration. Policy makers need to plan and implement measures to maximise return on investment for governments while also maximising utility for various migrant groups with various needs. To do so, they must define their own expectations, which may vary widely. They must also understand the needs of their migrant population, which may be influenced by the difference in that population's composition relative to other countries, as well as other factors.

Figure 1. Categories of entry

Percentages, 2005-20



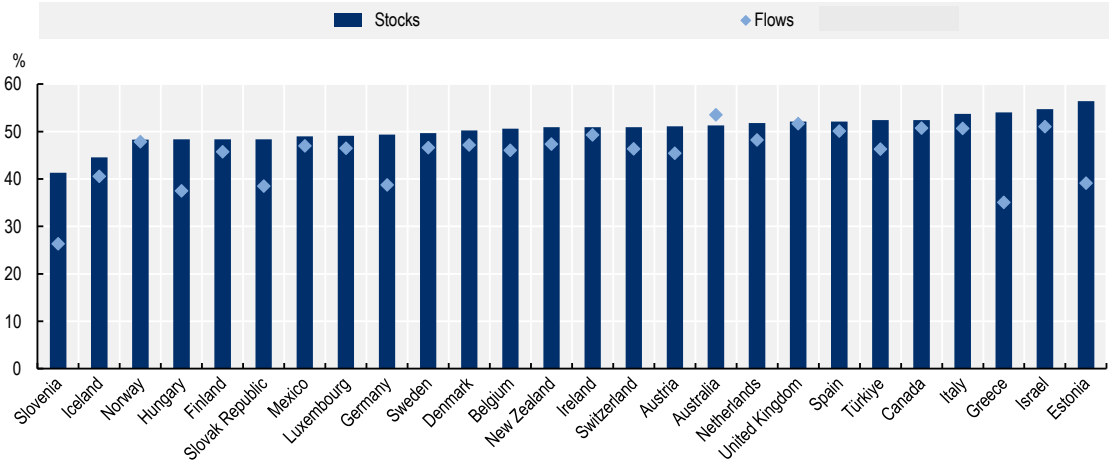
Notes: 2006-20 for Finland; 2012-20 for Luxembourg; 2010-20 for Mexico; 2007-20 for Spain.
Source: OECD International Migration Database, https://doi.org/10.1787/data-00342-en.

Increasing attention to the gender dimension of integration of new arrivals

As increased attention is paid to the individualised nature of integration, the unique issues affecting migrant women have also received additional attention. In many countries, migration has an important gender dimension. Women are underrepresented in overall migration flows, but overrepresented in migrant stocks, exceeding 50% in many countries and reaching 56% in Estonia and 54% in Israel (Figure 2). While fewer women migrate to OECD countries, women stay longer in the host country, and there is growing evidence that paying more attention to this group provides high returns, often higher than for men. In 2022, the intersection between gender and migration has become even more salient. Russia's war of aggression against Ukraine triggered a mass displacement from that country that is overwhelmingly composed of women and children, with working-age men remaining mobilised in Ukraine. The needs of this group require special consideration (Box 2 and Chapter 2.).

How to increase participation of migrant women, both in the labour market and in integration programmes, is a question that has challenged receiving countries. Integrating individuals according to their needs is a complex endeavour, and like all groups, female migrants have diverse backgrounds and needs and will achieve diverse outcomes. Still some common needs are sufficiently clear to warrant attention. Women, both native- and foreign-born, are less likely to participate in the labour market if they have children, with larger gaps in the case of migrants (OECD, 2020[6]). Combining childcare with participation in introduction activities is also challenging. Gender roles and female labour participation rates in origin countries may also play a role in erecting barriers to accessing introduction measures (Frank and Hou, 2015[7]).

Figure 2. Share of women in overall migration flows and stocks in selected OECD countries, 2020



Note: 2019 for flow data, 2020 or most recent available year for stock data.
Source: OECD International Migration database, https://doi.org/10.1787/data-00342-en.

Box 2. Displacement from Ukraine due to Russia's war of aggression

The invasion of Ukraine by Russia on 24 February 2022 set off a new test of OECD and EU countries ability to effectively accommodate and integrate migrants. The speed of the exodus from Ukraine into neighbouring countries has been unprecedented, as has been the political unanimity of host countries regarding the need to accept Ukrainian refugees. As of 13 September, about 4.5 million refugees from Ukraine were registered in EU and OECD countries in Europe. Surveys in several OECD countries indicated that almost half of the displaced are children and over 80% of adults are female. This raises specific challenges for education and childcare on the one hand and gender-specific issues on the other.

Many countries quickly adapted their integration measures, and these changes and follow-on corrections have been ongoing. The initial response of host countries was focused on meeting the immediate resettlement needs of this group, including providing housing, access to health care, and social assistance. Nearly all OECD and EU countries have provided Ukrainians with access to their labour market as well. Many of those displaced from Ukraine have indicated a desire to return if the situation allows, but given the uncertain duration of the conflict and the extent of the destruction of civilian infrastructure in Ukraine, longer-term solutions may also be needed.

Host country efforts to respond to this situation will be a test of the resiliency of their integration systems, but one which offers significant opportunity to draw lessons and improve these systems for the future of migration. Specific measures to provide integration services to Ukrainians are not addressed in detail in this volume, as it was largely prepared prior to the invasion. Still, the questions that are considered herein are designed to assist countries in developing flexible systems that are capable of meeting exactly this sort of challenge.

Source: OECD (2022[8]), *Rights and Support for Ukrainian Refugees in Receiving Countries*, OECD Publishing, Paris, https://doi.org/10.1787/09beb886-en.

Increased focus on the need for social integration of new arrivals

While no single definition of integration exists across the OECD, countries have increasingly converged on an understanding of integration that focuses on inclusion, either social or economic – or both – rather than assimilation. Integration is also a process that occurs over time, during which key outcomes (e.g. employment, earnings, etc.) tend to converge towards those of the native-born – at least to those with similar characteristics (OECD, 2007[9]). That said, integration cuts across different aspects of migrants' lives, ideally meaning that immigrants are able to participate fully in social, cultural, and political life in their host country, and not all can be directly measured. These and other objectives are analysed in Chapter 1. and the various measures to achieve them are discussed in Chapter 5.

Social integration is, by its very nature, a two-way process. Strengthening of ties to the destination country, therefore, often include efforts to create a more inclusive society, with the majority accepting that the immigrants do not have to change all aspects of their culture of origin, traditions, and behaviour to become integral parts of the host-country community. Supporting social integration, especially by encouraging informal contacts with the native born, helping reduce migrant isolation and increasing native acceptance of new arrivals, shapes a more supportive environment for all members of the community, migrant and native alike.

Social, educational, and spatial integration are essential, not only for new arrivals but also for their children. Because integration is a multidimensional process, failure to integrate migrants properly in any of these spheres may cause significant disadvantages in other areas, including for labour market prospects and integration of their offspring. Measures that address social integration place migrants on a solid foundation to build a future and to see a future for their families, making them more likely to invest in long-term integration.

COVID-19 created new challenges but also inspired innovations

Introduction measures were largely halted in the early days of the COVID-19 pandemic due to closures and distancing measures. Some countries were able to transition their integration offerings, principally language courses, to an online format with relative ease, while others faced challenges adapting their services (OECD, 2021[10]). Migrants – most particularly newcomers – were disproportionately affected by the pandemic. This was true despite the fact that migrants occupied essential sectors of the economy in many countries. They bore a disproportionate share of the health and labour market impact, often faced obstacles to accessing social services and difficulty obtaining sufficient information from trusted sources, and suffered delayed access to introduction programmes and measures (OECD, 2020[11]). Over time, these challenges may reveal further impacts on their education and employment outcomes. The onset of the pandemic revealed gaps in and challenges for the integration process of all migrants, especially new arrivals, regardless of category. It also showed the importance of the government, particularly when it came to ensuring consistency of services across geographies (Chapter 8.). Steps taken by countries to increase participation in introduction measures, particularly through additions of online offerings, are discussed in Chapter 6. The pandemic affected newcomers across a broad range of integration indicators. Efforts to reduce isolation in the migrant community were particularly important. Follow-on impacts of delays in reception of integration assistance may mean that the most vulnerable migrants need tailored assistance for a longer period.

While certain pandemic-related changes, such as increased use of digital tools to improve health literacy and information provision, may present opportunities for improved outcomes in the future, COVID-19 adaptations also highlighted the consequences of a lack of digital literacy. Across all countries, some groups of migrants remained unable to access such measures because of a lack of mastery of the underlying digital tools. Digital service provision presents an opportunity to compensate for migrant vulnerabilities – to reduce isolation and to continue learning where in-person courses are challenging. These measures allow for adaptability, a wider scope, and potentially increase cost effectiveness.

Nevertheless, to reach as many migrants as possible, countries must address the digital gap. The COVID-19 pandemic made clear that countries benefit from including efforts to build a foundation of digital literacy in their introduction measures or risk leaving some migrants behind.

The long-term impacts of the COVID-19 pandemic are still unknown. The period of stabilisation following the pandemic presents an opportunity to review and re-evaluate the plans and interactions supported by the government in the realm of integration.

The purpose of this publication

Designing an effective introduction programme is a challenging task. Effectiveness with respect to the defined objectives depends on many factors: from how well introduction measures are tailored to skills needed in the labour market to whether migrants are motivated to learn and whether the measures are accessible and widely available. This report guides policy makers and practitioners through the design and implementation of effective introduction measures for adult migrants, drawing on experience from OECD and EU countries and a number of empirical studies for examples of good practice. The term adult migrant is used throughout this volume to describe migrants, regardless of their motivation for migration, who arrived in their host country at an age that renders them ineligible for mainstream education, including language training (typically from the age of 16-18). While eligibility criteria for programmes differ, for the purpose of this publication the terms “recent” or “new” generally refer to persons with at most five years of residency in the host country. In many cases, programmes apply solely to specific groups of migrants – such as humanitarian migrants or labour migrants. Where this is the case, these groups are mentioned in what follows. Moreover, even though some countries have made pursuit of citizenship a central tenant of their integration policy for recent arrivals, because the focus of this volume is on new arrivals, targeted citizenship measures are not included.

This booklet presents 10 guiding questions for countries seeking to design effective introduction measures for new arrivals, which policy makers can use to identify integration priorities and achieve the best outcomes for immigrants, employers, and society at large. Each country has its own specific goals and priorities for integration of migrants, and differences in budgets, government structure, and migrant flows which influence integration policy making. However, there are certain issues common to all countries, regardless of how they structure their programming. The questions in this booklet are designed to assist policy makers in understanding the most important issues by examining how member countries have considered:

1. The rationale for introduction programmes for new arrivals
2. Which migrants receive integration support
3. When new arrivals receive integration support
4. How to tailor these programmes to account for migrants’ different starting points
5. What is included in introduction measures or programmes
6. How to increase or ensure migrant participation
7. How to co-ordinate the different stakeholders involved in migrant integration
8. Setting standards in a way that provides all migrants in need with equal opportunity
9. The most cost-effective ways to meet integration goals
10. Whether introduction measures are effectively tailored to meet the defined rationale

1. What is the rationale for introduction programmes for new arrivals?

Why is this an issue?

Introduction measures have received increased attention in recent years largely due the fact that migrants are often not attaining the same outcomes as the native-born. While long-term residence in the host country can increase outcomes, even long-term migrants face increased difficulty finding employment, learning the host-country language, and developing networks. Integration and social inclusion of migrants are crucial not only to ensure the cohesion of host-country societies, but also to address skills gaps, labour shortages, and to boost economic performance overall. Formal, affirmative steps to increase integration through introduction measures can help migrants integrate more quickly, allowing governments to capture benefits of migration earlier on. Recognising this, the goal in most countries is act earlier and more effectively than they have previously.

Every country faces challenges and opportunities with respect to the integration of its migrant population, but for a variety of reasons, the approach in OECD and EU countries to integration has varied significantly. Factors such as whether a country has traditionally received large numbers of migrants and the categories of migrants welcomed affect how countries choose to design introduction measures. Other factors include the distribution of competences across and within levels of government, overall policy priorities, and preferences of the host-country society. The establishment of introduction measures also requires financial investment on the part of governments. Financial responsibility for integration has only rarely been left to the private sector or to migrants themselves. In all cases, careful consideration of the rationale for the programme can help policy makers meet the expectations of both host-country society and its migrant population, justify expenditures, and communicate clearly about the potential benefits.

Understanding the rationale behind introduction measures is essential to understanding their set-up and to assessing whether the measures are helping achieve their goals. This underlying rationale is the starting point from which policy makers will determine the programme's objective, scale, and scope and may also influence a country's decision to provide these measures as an option for new arrivals versus imposing an obligation to participate. To this end, two questions must be considered: 1) what does the country hope to achieve through integration; and 2) what does "integration" actually mean in the particular host country?

The motivation behind offering introduction measures will drive programme design. If the objective is to deal with issues such as barriers to labour-market insertion or potential burden on the welfare system, countries may place increased focus on the design of concrete and practical labour-market measures. On the other hand, for countries in which integration is understood as furthering social inclusion, the focus may be on helping migrants understand their new host-country while retaining aspects of their native culture. In this case, measures to increase exposure of host-country natives to the migrant community may also be important. While several objectives will generally overlap, their relative weight differs widely amongst countries.

The “why” of integration also influences the “who”. If a country has the objective that all of its migrants will settle in the country for the long term, that country may choose to integrate more categories of migrants, including family members and workers. Countries that rather see migration through the temporary lens will tend to make a different decision.

How to approach it

Determine what integration means

Countries have taken a variety of strategic actions based on differing notions of integration and understandings regarding “how much” integration should be offered. Countries like the United Kingdom and the United States have historically preferred work-first incentives, leaving language training to local governments or the not-for-profit sector and encouraging the private sector to take the lead in upskilling (Annex Table 1.A.1). In other countries, such as France and Germany, language has been viewed as more important. They have, thus, a strong focus on language courses, often alongside civics instruction. These positions reflect cultural differences, as well as differences in the makeup of each nation’s economy, and there is no one-size-fits-all policy response. In many countries, there has been a gradual shift to a blended approach, combining language with work-first integration (Arendt et al., 2020[12]). Regardless of approach, in most countries, policies are designed to deal with the various obstacles migrants may encounter on their path to employment (Eurostat, 2022[13]).

Rationales for integration are many, and they are not merely linked to economic self-support or the meeting of concrete needs. Some may consider that to ensure integration, an individual must enjoy equal rights and feel included in the social and cultural fabric of a country. Canada’s approach to immigration and integration, for instance, targets eventual citizenship and integration into the political, economic, and social fabric of Canadian life.[2] As such, Canada designs its naturalisation policy as a tool to support integration. Citizenship does not need to be limited to naturalisation however; it can be understood as the quality that a person is expected to have as a responsible member of a community. Understanding the goal of integration to be citizenship, the objective is then to encourage a sense of belonging and desire to invest in a community of shared values.

Another understanding of integration that has increasingly taken root in OECD and EU countries is that integration is achieved by setting clear obligations that the individual needs to fulfil, incentivising the individual to integrate and in some cases, penalising the failure to do so (see Chapter 6.). In several countries, state engagement takes the form of nationally defined metrics of integration, notably through integration and language examinations. In the Netherlands, migrants who are unable to pass an integration examination within three years could face an administrative fine and possible loss of temporary residence, unless they have an asylum permit. Other countries, including Austria, Belgium (Flanders), France, Italy, and Switzerland, have also implemented integration contracts, which carry with them the obligation to reach a certain level of language proficiency and attend a civic integration course. In this context, particularly where demonstrating success on these measures is a condition for permanent residence (see Chapter 5.) integration becomes a “pre-citizenship” status in its own right.

This approach, which to some extent defines what it means to be integrated, has rarely been imposed as a universal obligation. In most countries where such policies are implemented, only refugees are obligated to participate and other migrants are given a choice whether to sign an integration contract. Countries that approach integration from this perspective need to consider the risks of the mandatory nature of integration programmes or examinations and be certain that any consequences for failure to complete the requirements are consistent with integration goals.

It is also important to consider that different stakeholders may have different integration goals. The priorities of local governments are formed on a community, rather than national level, leading to increased emphasis

on practical problems in housing and employment, neighbourhood-level cohesion, and partnership with immigrant organisations. These may come into tension with national policies of streamlining and harmonising immigrant integration policy (Gebhardt, 2015[14]). Some countries, notably Norway and Spain, allow local governments considerable leeway to interpret integration goals, whether nationally defined or identified at a city or regional level.

Address persistent inequalities early on to provide an equal starting point

Given the focus on overcoming obstacles to employment, it is unsurprising that introduction measures are typically targeted towards helping individuals of working age find a job as quickly as possible. This approach is a rational one given policy makers' interest in directing immigrant families toward economic self-reliance. However, a focus on rapid labour-market integration, especially targeted toward prime-age adults, risks leaving harder-to-reach migrants, especially those not reliant on public benefits, behind.

Integration of immigrants should be seen as a long-term investment. Persistent inequalities are observed among the native-born children of immigrant parents, particularly in Europe (OECD, 2017[15]). This is most clearly seen when it comes to rates of educational attainment. Evidence suggests that better integration of family migrants will have strong bearings on the outcomes of their children, particularly when parents are low educated and lack basic skills (Pesola and Sarvimäki, 2022[16]).[3]

As the understanding of integration has shifted to an emphasis on the needs of each migrant as an individual, increasing attention has been paid to designing introduction measures that can help disadvantaged migrants overcome these persistent inequalities. Integration can benefit migrant communities that have traditionally been underserved, such as low-educated women from countries where the role of women is still largely constrained to the household. It can also help migrants build skills they may not otherwise have had, for example, by encouraging them to pursue more education. Integration aimed at addressing these inequalities may not be rapid nor lead migrants more quickly into the labour market. Nevertheless, it could have substantial impact on long-term integration, in terms of social inclusion, the ability to find a stable, higher-paying job, or regarding the outcomes of the next generation.

Consider integration as an investment with positive economic and social benefits

Regardless of the priorities established by the host country, integration should be understood as an investment by both the country and the individual migrant. Integration is a catalyst to unlocking benefits of immigration, both for the migrant and for the host-country society. As with other investments, the benefits may take time to appear. In Scandinavian countries, policy makers have taken the approach of understanding integration as a migrant's "first job," supporting them through an integration benefit to allow them the time to build necessary skills they will use to return a benefit to the labour market and the economy at large. These policies recognise that, given the relative lack of low-skilled jobs in these economies, up-front investment in language, skills, and education may be the only way to help migrants reach their potential in the host-country society.

Viewing integration as an investment requires to think about measures in novel ways. Immigrants often have significant skills that are not identified in the immigration process. Considering the immigrant population as holding potential to unlock, notably in terms of skills, allows policy makers to focus not only on traditional metrics of integration but also on programmes to support immigrants in developing and using their skills. Family migrants may be highly educated but lack language skills and important networks. Recognising this, Germany has recently prioritised targeted, continuous integration pathways for family migrants, beginning with a pre-arrival advisory service and including an individual hard- and soft-skills assessment, along with mentorship (BMFSFJ, 2021[17]). Immigrants are also overrepresented among the population of small-business owners and entrepreneurs.[4] Entrepreneurship provides immigrants with opportunities for integration and upward mobility. Additionally, entrepreneurship contributes to job creation

and innovation in society at large. Immigrant entrepreneurs hire and help integrate other migrant workers. The private sector can tap into the potential of migrant-owned businesses and their employees to increase worker talent pools. Support for nascent entrepreneurship through funding, training, and assistance with navigating administrative processes can offer significant return. This has been a specific focus of the Portuguese High Commission for Migration, which has run a project for the Promotion of Immigrant Entrepreneurship continuously since 2009.

Another way to recognise the potential of integration is to consider other social investment policies through a "migration lens." Incorporating issues affecting the migrant population into investment decisions helps investors understand how issues affecting migrants show up across all of their investments. Such social finance models have become increasingly popular in Canada, Finland, and the United States (see Chapter 9.) and are attractive to governments because of their potential to relieve the state's financing burden.

An important corollary to understanding integration as an investment is that migrants and their host countries need to understand the economic and social costs of failing to integrate. Measures to help migrants understand their own need to invest in integration can aid countries in increasing participation rates. These may be targeted at helping migrants understand how integration may help their own outcomes, but it may also highlight intergenerational effects. Equally, measures targeted toward host-country natives help build support for investment in integration. In 2018, Canada launched the #ImmigrationMatters campaign to help Canadians understand how immigration benefits communities. The same year, the Association for Integration and Migration in the Czech Republic created "Let's Talk Together (about Migration)," bringing together students from Prague and Central Bohemia to meet and participate in workshops with migrants from various origin countries.

Annex 1.A. Additional information on national-level support

Annex Table 1.A.1. National-level integration support for reception and integration of new arrivals

	Targeted national-level support for integration		If no…	
	Specific measures for humanitarian migrants*	Measures for other groups	Local/regional frameworks	Access to mainstream measures
Australia	Yes (Humanitarian Settlement Program)	Adult Migrant English Program (with individual pathway guidance); Settlement Language Pathways to Employment and Training	n/a	n/a
Austria	Yes	Integration agreement	n/a	n/a
Belgium (Flanders)	Yes	Civic integration contract	n/a	n/a
Canada	Yes (Resettlement Assistance Program)	Yes	n/a	n/a
Chile	Yes	No	Local inclusion efforts	Yes
Colombia	Temporary measures for Venezuelans	No	Not systematic	Yes
Croatia	Yes	Returnees of Croatian origin	n/a	Yes
Czech Republic	Yes	No	Adaption and Integration Course provided through NGOs/integration centres	Yes
Denmark	Yes	Yes	n/a	n/a
Estonia	Yes	Adaptation modules and Estonian language	n/a	n/a
Finland	Individual integration plan	Individual integration plan	n/a	n/a
France	Yes (for youth refugees); Republican Integration Contract	Republican Integration Contract	n/a	n/a
Germany	Yes	Yes	n/a	n/a
Greece	Yes	No		Yes (third-country nationals)
Iceland	Quota refugees	Not systematically	Yes, for quota refugees	Yes
Ireland				
Israel	For diaspora Jews	Aliyah for diaspora Jews and their family, returning residents	n/a	Yes
Italy	Yes	Integration agreement	n/a	n/a
Japan	Resettled Refugees	No	Language courses available	No
Korea	Yes	Marriage guidance, Korea Immigration & Integration Program (KIIP)	n/a	n/a
Latvia	Yes	Civic integration courses and language courses	No	n/a
Lithuania	Yes	No	No	Yes*
Luxembourg	Yes (Accompanied Integration Pathway)	Welcome and Integration Contract	Pakt vum Zesummeliewen and PCI (Communal Integration Plans)	n/a
Malta	Yes	Yes	n/a	n/a

	Targeted national-level support for integration		If no…	
	Specific measures for humanitarian migrants*	Measures for other groups	Local/regional frameworks	Access to mainstream measures
Mexico	Yes	No	n/a	Yes*
Netherlands	Organises language and civics exams	Organises language and civics exams	Municipalities have responsibility for integration beginning in 2022	n/a
New Zealand	Refugee Quota Programme and Convention Refugees	No	No	Yes
Norway	Yes	Yes (language voucher)	Municipalities may offer measures from the Integration Programme to other groups with some national support	n/a
Poland	No (although funded by national government)	No	Yes. Sub-national humanitarian reception system and integration programme	Yes (although extent of services varies by location)
Portugal	Yes	Yes	n/a	n/a
Romania	Yes	National framework guides regional programmes	Yes	n/a
Slovak Republic	Labour market measures and resettlement services	No	NGO partners provide services	Yes*
Slovenia	Yes	Yes (support varies by status)	n/a	n/a
Spain	No (although funded by national government)	No (although funded by national government)	Yes. Sub-national humanitarian reception system and introduction measures	n/a
Sweden	Yes (introduction programme)	Yes (job seekers)	Municipal civic orientation for newly arrived family migrants	n/a
Switzerland	Yes	Measures for individuals under family reunification	Cantonal level integration programmes	n/a
Türkiye	Labour market measures	No	n/a	No
United Kingdom	Yes (UK Resettlement Scheme)	English for Integration Fund, Hong Kong British Nationals (Overseas)	n/a	n/a
United States	Yes	No	Some states have frameworks	Yes (in some cases)

Note: Humanitarian-specific measures include those targeted to migrants joining principal refugees under family reunification; Costa Rica and Ireland have not participated in this exercise and are not included in the annex tables herein; n/a = information is not applicable.

*In some countries, mainstream services are available to those holding specific status. LTH offers services to humanitarian migrants and third-country nationals with residency who are exempt from work permit requirements. MEX and SVK offer services to refugees and to residents, which may exclude certain new arrivals.

Source: OECD questionnaire on introduction measures for new arrivals 2021.

2. Who receives integration support?

Why is this an issue?

The question of which migrants should receive integration support is closely tied to the underlying rationale for a country's integration programme or measures. If the rationale for an integration programme is to prepare migrants to enter the labour market as quickly as possible, introduction measures may be focused primarily on migrants of prime working age without employment. Naturally, some categories tend to be in greater need of support than others. While refugees have special needs due to their forced displacement, family migrants also often face barriers to be addressed.[5] Some migrants are more in need of integration support than others, even within broad categories, such as labour, family, or humanitarian. This is the case, for instance, for migrants without prior exposure to the host-country language or that lack basic qualifications. Policy makers need to determine whether these migrants will receive integration support. The decision having been made, the level of support needs to be clearly communicated, and outreach and incentive policies can be targeted accordingly.

While migrants are individuals who may follow different paths and require different support, they are all likely to benefit from at least some early integration measures regardless of these differences. Recognising this fact will help policy makers adapt programming to the immigration realities of their countries. They can also assess these realities to identify ways in which a lack of supported integration will prevent them from gaining the potential benefits of migration.

At the same time, providing integration measures comes at a cost to the public purse which needs to be carefully weighed in the decision of whom to provide access. Migrants whose stay is temporary often do not want – or need – integration support. At the same time, the line between temporary and permanent is not always clear, and migration intention may change. Where immigrants – and new arrivals in particular – are ineligible to participate in publicly-funded job training or language programmes, they may find it difficult to identify adequate and affordable learning options in their area, which in turn may delay their integration. Even family migrants who have significant support from the principal migrant would benefit from an assessment or being pointed in the right direction for services. Moreover, denying certain groups the right to participate in publicly arranged and subsidised programmes may signal to those migrants that their integration into the host country is not desired. Recognising this, many publicly funded programmes in OECD and EU countries are gradually opening to a growing number of new arrivals, including asylum seekers and intra-EU migrants in some cases.

How to approach it

Make sure to identify and reach all migrants in need of integration support

Access to integration support is essential, and this is best provided by establishing a right to participate in introduction measures for all immigrant adults who are expected to remain in the country and have integration needs. Resettled refugees and their reunited family members are an important target group, and the vast majority of countries also provide the family of humanitarian migrants with the same integration support they provide the principal immigrant. This is less common for the family members of other types of migrants. In many cases, accompanying family of labour migrants would also benefit from support, especially where lacking basic skills. Integration plans benefit from identifying ways to reach long-term residents with limited language proficiency, independent of whether they are looking for a job and/or eligible to receive benefits. Introduction measures can also be adapted to reflect likelihood of stay – though this can be challenging to predict and may change over time – or be tied to the specific reasons for migration, even when temporary (Box 2.1). Access does not require that all measures be offered free of charge to all migrants, although consideration should be afforded to the level of burden imposed.

Box 2.1. Integration of beneficiaries of temporary protection, the case of Ukraine

On 3 March, EU countries activated the EU Temporary Protection Directive, which provides a regulatory framework to govern a mass influx of persons and provides for a specific number of rights, including basic reception and a right to the labour market. To mitigate the risk of social and economic exclusion of this group, many countries have provided additional supports, going beyond the list of harmonised rights to provide language courses, skills recognition, and job support (see (OECD, 2022[8]) for an overview).

The temporary nature of this arrangement, and indeed the uncertainty about the length of stay of those concerned, has led countries to make different decisions regarding the level of support. Germany announced that individuals fleeing Ukraine would be eligible for the same support as refugees. In Norway, recipients of temporary collective protection have a right (but not the obligation that other refugees settled by the government have) to participate in the full municipal introduction programme, which contemplates and individualised integration plan. Sweden, in contrast, made the decision not to offer the full Swedish for Immigrants programme to migrants from Ukraine. In most cases, people fleeing Ukraine are eligible for full integration support only if they seek asylum or other protection.

Countries not bound by the EU Directive have also introduced temporary protection schemes, and in some cases, recognising the need for integration supports regardless of the uncertainty of duration of stay, have opened up their integration systems to arrivals from Ukraine. In Canada, Ukrainian beneficiaries of temporary protection are eligible for the full Settlement Program for a period of one year. Australia also provides access to its Humanitarian Settlement Program and Adult Migrant English Program (AMEP).

The demonstration in this case of a collective understanding of the importance of providing at least some integration measures to new arrivals, even those who intend to return to their home country when able, can not only provide an important roadmap for future crises, but also prompt a rethink about eligibility for integration more broadly.

To date, most countries grant legal access to at least some public introduction measures to all legally resident foreigners (Annex Table 2.A.1). This is most common in the realm of language training, which comprises the bulk of public expenditure on integration in OECD and EU countries. Most programmes in Western European countries, with some exceptions such as France and Spain, are now open to both EU

and non-EU citizens, although not always free of charge. Online language courses are typically available to all migrants. EU migrants were previously ineligible for publicly-funded language education in Norway. As of 2021, a new voucher scheme (Klippekort) gives all immigrants, regardless of how long they have been in Norway, the opportunity to register for language training worth up to NOK 10 000 (about EUR 1 000).[6] In the Czech Republic, EU migrants have access to the same social and legal counselling programmes as non-EU migrants. In Latvia, EU citizens may access active employment measures, including language training and upskilling programmes. When it comes to other types of integration support, however, many countries have limited measures to those with the most obvious integration challenges, typically humanitarian migrants. In some countries, large-scale regularisation has enabled countries to provide mainstream employment and social services to their vulnerable migrant population (Box 2.2).

Mainstreaming integration by fully integrating support for migrants into other training programmes, such as Active Labour Market Policies (ALMPs), is a way to make sure that such measures are proposed to all eligible immigrant adults, facilitating their participation. This has been particularly effective for identifying those in need of language training. Australia, Belgium, the Czech Republic, Denmark, Finland, France, Germany, Ireland, the Netherlands and Norway are among the countries that have established dedicated policies aimed at including language training in mainstream services to immigrants, albeit to varying degrees.

Encourage participation in introduction measures by the entire family

Joining or accompanying a family member has long been the single most important motive for migration in OECD countries, accounting for 42% of permanent inflows in 2019 (OECD, 2021[1]).[7] Family migrants face substantial integration challenges – they are less likely to have past exposure to the host country language and more likely to have care obligations. As family migrants typically arrive in the host country without a pre-existing labour-market connection, they also lack the networks that may come from the workplace.

Some countries have enacted policies that reflect the fact that each member of the family has distinct integration needs and that the entire family will be impacted if the needs of the individual remain unmet. This first requires an evaluation of what measures would benefit each individual, but also an understanding of family context. Croatia, Germany, Greece, Latvia, Lithuania, and New Zealand offer both family and individual integration guidance. Family plans are rare but have been used in Finland. Belgium (Flanders) and Croatia offer individual guidance, but data on family members are linked together. The United States Office of Refugee Resettlement has recently undertaken to change how data on refugee families is collected to better understand what the integration needs of each family member may be.[8]

Box 2.2. Large-scale regularisation as a pathway to integration in for vulnerable migrants

Regularisation is frequently carried out in countries facing acute migration pressures. Greece, Italy, Spain, and the United States are among those countries with a history of enacting periodic regularisations, but regularisation initiatives are not at all rare, having been carried out in the majority of OECD and EU countries. Ireland announced a new regularisation scheme in 2021 that is expected to affect up to 17 000 undocumented immigrants. The scheme will accept applications from 31 January 2022 until 31 July 2022. For certain countries, specifically those that have not traditionally been countries of immigration but have large populations of unregulated or transitory migrants, regularisation has been a key component of their fledgling integration policies. This approach reduces strain on asylum systems and acknowledges the challenges inherent in conducting large-scale removals. Regularisation is an important first step in the integration process, as migrants benefit from increased certainty regarding duration of stay and are thus more likely to invest in their future. Regularisation also reduces migrants' vulnerability in a number of domains and provides them access to more mainstream services.

In Colombia, following the large, irregular inflow of migrants from neighbouring Venezuela, regularisation has been a cornerstone of the reception policy. Having determined that they will likely be allowed to remain in the country for some time, Colombia provides Venezuelan migrants with a status that permits them to access mainstream social measures, such as access to employment services. In the face of a rapid increase in migrant inflows, the Colombian Government recently established a Temporary Protection Status for the Venezuelan migrant population (TPSV) and has sought to establish principles and guidelines for the regulation and orientation of a State Integral Migration Policy, dedicated to regularisation, promotion of employment, and financial inclusion.

In Türkiye, individuals arriving from Syria fall under the group-based designation of Temporary Protection. They do not undergo individual status determinations. The majority of this population lives in Turkish towns and cities, rather than in refugee camps or centres. Those Syrians who seek protection under this temporary status are eligible to access general health care, social assistance, education, and the labour market.

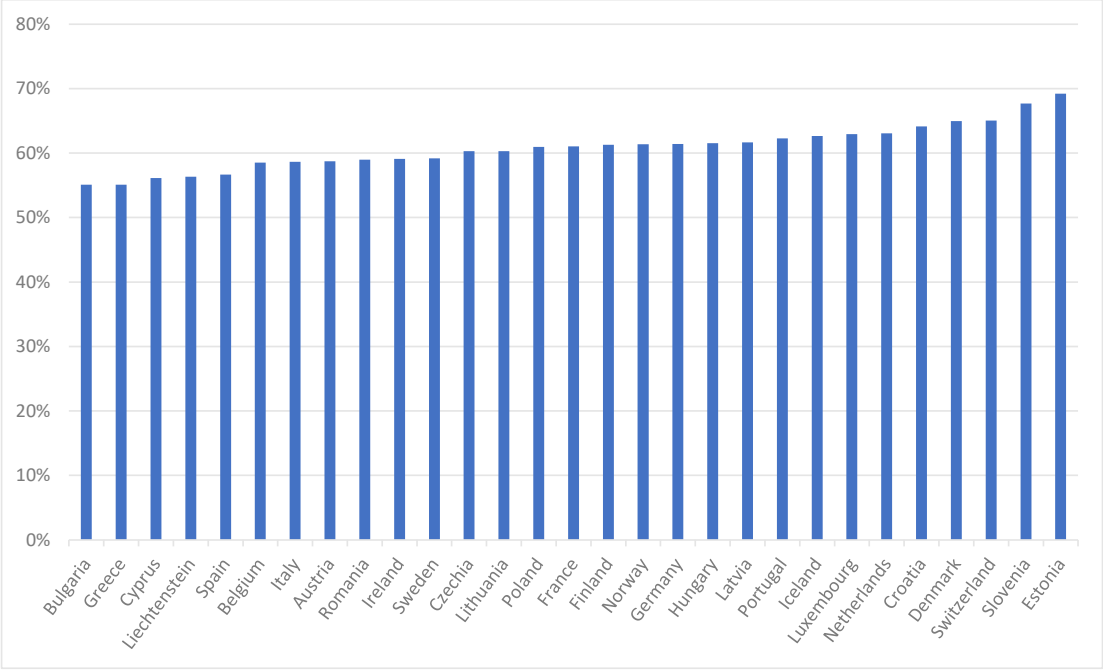
While regularisation is an important policy lever that brings to light issues facing migrants, it is important to consider how to build upon these measures, addressing gaps, migrant-specific needs and vulnerabilities, and reducing discrimination. To meet this challenge, the Colombian Government has recently sought to increase co-ordination with local governments and actors. In Türkiye, under a pilot commenced in 2019, Temporary Protection status holders receive a skills assessment within six months of registration and are referred to the Turkish Employment Agency (ISKUR) for training or language programmes.

Family migrants will benefit from eligibility for services and access to the labour market, but eligibility alone may be insufficient. The role of family migrants in managing the household may prevent them from taking time for their own integration. They are more likely to be isolated from the native community and face barriers to accessing information about integration possibilities. Specific supports are often needed to encourage newly arrived family migrants to participate in introduction measures.

Considering integration as a whole-of-family process is also an important way to consider the specific needs of migrant women and to conduct outreach accordingly. To avoid a disproportionate gender impact, family members can be incentivised to participate in introduction measures, particularly those focused on labour-market insertion. Approximately one-third of migrant women in Europe arrive via family migration. In 2019, the share of women among family migrants was particularly high in Denmark, Estonia, Slovenia, and Switzerland (Figure 2.1). Because they are more often family migrants, women tend to receive less

integration support overall. The consequences of this are clear: migrant women face a persistent disadvantage in the labour market. They are more likely to be stuck in part-time work or excluded from the labour market entirely. They also face a disproportionate penalty for having young children and are less likely to use childcare than the native born (OECD, 2020[6]). Indeed, a notable priority for Germany's new "Integration Course with Children: Building Blocks for the Future" is to help parents gain experience with institutional day care and to make integration more feasible and attractive for those with children too young to attend school.

Figure 2.1. Share of women among family migrants in selected European countries, by host country, 2019



Note: Among first permits.
Source: Data from Eurostat (migr_resfas).

Financial incentives may play an influential role. In Latvia, a per couple integration benefit is available, although it is not equivalent to the benefit provided to two separate individuals. The couple must decide how to allocate the funds and declare this in their application.[9] Norway and Sweden have moved from providing a per-family integration benefit to an individual integration benefit for each partner. Evaluation of their integration programmes revealed that when household income was no longer the determinant of eligibility for the benefit, the participation of women in the programmes increased (Hernes and Tronstad, 2014[18]). To enrol in Greece's HELIOS programme, each member of the nuclear family must sign a Declaration of Participation. Germany has noted the importance of partnership-based guidance, counselling partners together so that all family members understand the advantages of a professional path for the accompanying partner. Such policies have specific benefits for women, particularly those with childrearing responsibilities, as they are designed to help families reduce the tensions caused by settlement into a new community (BMFSFJ, 2021[17]). Flexibility is another important component to consider. Childbirth and maternity leave are generally seen as a viable reason to pause participation in integration courses to prevent migrant women from dropping out during this phase in their lives (Annex Table 2.A.2).

Integrate children to integrate adults and vice versa

At least partially in recognition of the fact that care obligations may prevent adults with young children from accessing the labour market, countries have increasingly enabled access to early schooling for all children, regardless of migration background. With some exceptions, such as Israel and New Zealand, the vast majority of participants in national integration measures are adults of working age (Annex Table 2.A.3), and few countries provide specific support to migrant children outside the realm of language learning, preferring to mainstream their integration through the school system. Norway has recently shifted the lower boundary age of its integration programme from 16 to 18 years of age to reduce ambiguity and establish a national preference that all migrant youth achieve an education. At the same time, young people face specific integration issues, and countries have taken a variety of measures to meet these challenges.[10] Increased attention is needed to understand how these integration challenges may affect their parents.

Parents play a significant role, not only as caregivers for young children, but also in helping their children succeed in the school system and adapt socially over the long term. Regarding contact with the school system, native parents have a significant advantage over migrant parents (OECD, 2012[19]). Lack of familiarity with the education system or inability to help children with homework in the host-country language are challenges that can prevent migrant parents from meeting the needs of their family. Policy measures that could help migrant parents overcome these barriers include teacher training on the needs of multicultural families, programmes to offer homework help, or parent-advocate programmes that help parents navigate the host-country school system. Across the OECD and EU, these measures remain rare, and where they are provided, are typically not yet available systematically across the country. The French Ministry of Interior and Ministry of National Education have partnered to develop the programme “Open the School to Parents for the Success of Children” (OEPRE), which offers French courses at the school where the migrant’s child is enrolled, including a module on understanding the school’s needs and expectations for its students and parents. In its first year (school year 2017-18), the 460 workshops were offered for around 17 parents each. 84% of participating parents were women. In Heilbronn, Germany, the district has conducted outreach to identify volunteers or paid parent mentors, individuals who speak both German and another language, who are then sent to schools and kindergartens to inform migrant parents about the school system. The project is funded by the Ministry of Social Affairs and Integration.

Introduction measures may also include loans, grants, or scholarship schemes to enable the children of migrants to access higher education. To date, such efforts have generally been left to individual universities. Policy makers could further consider how promoting access to higher education for the children of migrants, regardless of category, could further integration of the whole family. Such supports, which demonstrate the state’s investment in the successful integration of the principal migrant’s family members, may also increase the attractiveness of the country as a destination, notably for high-skilled workers.

Annex 2.A. Additional information on access to measures

Annex Table 2.A.1. Categories of migrants who can access standard introduction measures

	Asylum seekers	For EU countries only, newly arrived EU nationals	Family	Labour
Australia	In exceptional cases	n/a	Yes	Yes
Austria	Yes (for language courses if high probability of recognition)	No	Yes	Yes
Belgium (Flanders)	No	Yes	Yes	Yes
Canada	Yes (after a determination of eligibility for protection)	n/a	Yes	Yes
Chile	Yes	n/a	Mainstream measures	Mainstream measures
Colombia	No	n/a	Mainstream measures	Mainstream measures
Croatia	Yes	No	Returnees of Croatian origin	No
Czech Republic	No	EU nationals may access available counselling	Yes	Yes
Denmark	No	Yes	Yes	Yes
Estonia	Yes (language and orientation cafes)	Yes	Yes	Yes
Finland	Yes (only the Finnish society course until permit granted)	Yes	Yes	Yes
France	No	No	Yes	Yes
Germany	Yes (those with a good prospect to stay)	Yes	Yes	Yes
Greece	Yes (in reception centres)	No	No	Mainstream measures
Iceland	Need-based welfare services (municipal level)	No	Mainstream measures	Mainstream measures
Ireland				
Israel	No	n/a	Yes	No
Italy	Yes (but not for job counselling or training)	No	Yes	Yes
Japan	No	n/a	No	No
Korea	No	n/a	Yes	Yes
Latvia	Yes	Yes (specifically toward labour market integration)	Yes	Yes
Lithuania*	Yes (for minors)	No	Yes (residents)	No
Luxembourg	Yes (Accompanied Integration Pathway (PIA/SIV))	Yes (CAI)	Yes (CAI)	Yes (CAI)
Malta	Yes	Yes	Yes	Yes

	Asylum seekers	For EU countries only, newly arrived EU nationals	Family	Labour
Mexico	Yes (needs recognition interview)	n/a	Mainstream measures (residents)	Mainstream measures (residents)
Netherlands	Yes	Yes (loan-based)	Yes (loan-based)	Yes (loan-based)
New Zealand	Yes (some limited benefits, including language)	n/a	Yes	Yes
Norway	Yes (asylum seekers have an obligation to attend a limited number of Norwegian language training (175 hours) and social studies (25 hours)	No	Yes	Yes
Poland	Yes (language and cultural orientation in centres)	No	No	No
Portugal	Yes	Yes	Yes	Yes
Romania	Yes (reception measures for those with no material support)	Yes (counselling and orientation; language is fee based)	Yes	Yes
Slovak Republic	Yes (in reception centres and 6 months after start of asylum procedure)	No	Mainstream measures	Mainstream measures
Slovenia	Yes (language, education, psychosocial and health care)	No	Yes	Mainstream measures
Spain	Yes (but not for job counselling or training)	No	Local measures	Local measures
Sweden	No access to formal programme (although some early measures exist)	Yes (only Swedish for Immigrants) + local measures	Yes (Swedish for Immigrants and civics only) + local measures	Yes (only Swedish for Immigrants) + local measures
Switzerland	No	Canton-level measures	Canton-level measures	Canton-level measures
Türkiye	No	n/a	No	No
United Kingdom	No	n/a	No	No
United States	Yes (Unaccompanied Children and those enrolled in the Survivors of Torture Program)	n/a	Mainstream measures	Mainstream measures

Note: n/a = information is not applicable; *Lithuania is developing a set of national measures to be made available to all migrants.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Annex Table 2.A.2. Limitations on eligibility for introduction measures other than migrant's status

	Duration of Residence and Timing of Access	Age range	Ability to pause courses without penalty
Australia	For clients who were in Australia on or before 1 October 2020, there are no time limits on registration, commencement and completion of AMEP tuition. For clients who arrived in Australia after 1 October 2020, the following time limits and age restrictions apply: - For clients 18 years and over – register within six months. - For clients under 18 years of age – register within 12 months. - All clients commence tuition within 12 months. - All clients complete tuition within five years of their visa commencement date.	>18	Yes
Austria	No	beginning at age 15	Yes
Belgium (Flanders)	Integration courses: hold residence permit valid at least 3 months; Dutch courses: no restriction	18-64 (after 64 becomes voluntary)	Yes (for validated reasons)
Canada	Permanent residents and protected persons are eligible for support until acquisition of Canadian citizenship. For refugees, essential services are provided for 6 weeks and income support is provided for one year (2 in exceptional cases)	Defined by province or territory (legal age to leave school)	Yes
Chile	Regular migration situation	None	n/a
Colombia	n/a	None	n/a
Croatia	No	None	Yes
Czech Republic	No	15-61	Yes
Denmark	Employment measures last for one year but can be extended 4 times (total of 5 years) I-course participants may receive 5 years of language training S-course participants may receive 3.5 years of language within a 5-year period	>18, though unaccompanied minors may access certain measures and language may be accessed at 16-17 if no other option is available	Yes
Estonia	Foreign nationals who have lived in Estonia less than 5 years	beginning at age 15	Yes
Finland	The normal validity period of an integration plan is three years, though it can be extended to 5; employer-specific permit holders do not access employment office integration services.	No, though employment offices are open to 18-63	Yes (disease, maternity leave, etc.)
France	The Republican Integration Programme lasts 5 years; the contract is in place the first year after arrival, though language programmes may continue after	>18	Yes (health, maternity leave, etc.)
Germany	No limit for most programmes, according to availability. Relocated migrants must begin within 3 years of residing in Germany.	Counselling for adult migrants: >27 Language, eligibility begins at the end of compulsory schooling	Yes
Greece	Beneficiaries of international protection recognised after 1 January 2018	17-65 (after 65 becomes voluntary)	Yes (though restarting may be necessary in some cases of reenrolment)
Iceland	Quota refugees receive language courses for 6 months and financial support for 12 months	–	–
Ireland			
Israel	Varies by service, but normal eligibility lasts 10 years (15 years for new immigrants from Ethiopia)	Varies by programme	Yes
Italy	Typically must seek a residence permit with a duration of at least one year	16-65	Yes
Japan	No	None	No

	Duration of Residence and Timing of Access	Age range	Ability to pause courses without penalty
Korea	Various requirements exist, but KIIP programmes are intended for migrants who intend to stay long-term	None	Yes (childbirth, treatment, or other significant reasons)
Latvia	Social worker and social mentor services are limited to humanitarian migrants and asylum seekers.	None, except for public employment services	Yes
Lithuania	If humanitarian migrants depart Lithuania for more than one month, services may be terminated	None	Yes
Luxembourg	Regular migration situation	16+ (integration contract); 18-16 for Accompanied Integration Pathway	Yes (may be extended one year)
Malta	No	16+	Yes
Mexico	No	None	n/a
Netherlands	Services should be provided for three years (prior to 2022, civic integration test must be passed within 3 years for loan refunds)	18-65	n/a
New Zealand	Access may only be available after certain residency duration is met (waived for refugees)	None (though some programmes target working-age former refugees)	Yes (childbirth, etc.)
Norway	Must start the NIP within the first two years after settlement	18-55	Yes
Poland	Participants must apply within 60 days from the date international protection is granted. Programmes last up to 12 months.	None	No
Portugal	No	None	Yes
Romania	Refugees must enrol within 3 months after obtaining international protection	None	Yes (for 3 months)
Slovak Republic	No	None	Yes
Slovenia	No	None	Yes (for health reasons)
Spain	No	None	Yes
Sweden	No	20-64 (introduction programme); Swedish for Immigrants can begin at age 16	Yes
Switzerland	No	None	Yes
Türkiye	For Conditional refugees, International Protection Applicants and Temporary Protection status holders, access begins six months after their status registration approval	age 15+	Yes
United Kingdom	Resettled refugees should be given access to 8 hours/week of English language training within one month of arrival. This is provided for 12 months or until reaching Entry Level 3, whichever is sooner	None	n/a
United States	Office of Refugee Resettlement services are generally available for up to five years. Cash and medical assistance is limited to the first eight months	Varies by programme	n/a

Note: n/a = information is not applicable.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Annex Table 2.A.3. Participation in introduction measures by age, gender, and nationality

Country	Total	Female	Male	Age of participants	Main countries of origin
Australia	48 408	66%	34%	<18: 1% 18-64: 93% >65: 6%	Iraq, Syria, Myanmar
Austria	4 414 (values and orientation courses) 11 787 (language courses)	38% (orientation) 56% (language)	62% (orientation) 44% (language)	–	Syria, Afghanistan, Iraq
Belgium (Flanders)	18 137	55%	45%	18-39: 78% 40-59: 21% >60: 1%	–
Canada	547 785 (FY19)	56% (FY19)	44% (FY19)	<18: 20% >18: 80% (FY19)	India, China, Philippines, Syria, Iran
Chile	105	60%	40%	<20: 21% 21-60: 75% >60: 4%	Colombia, Venezuela, Cuba
Croatia	133	59%	41%	–	Iraq, Iran, Afghanistan
Czech Republic	Approx. 1 500	Mostly women	–	–	Ukraine
Denmark	10 350 (FY21)	54% (FY21)	46% (FY21)	18-24: 11% 25-39: 64% 40-64: 24% (1 January 2021)	Syria, Iran, Eritrea, Afghanistan, Iraq
Estonia	1 798	49%	51%	<18: 2% 18-64: 97% >65: 1%	Russia, Ukraine, Nigeria
Finland	27 166	55%	45%	<18: 9% 18-64: 90% >65: 1%	Iraq, Syria, Russia
France	78 764	46%	54%	16-18: 3% 19-60: 95% >60: 2%	Morocco, Tunisia, Algeria
Germany	105 965 (Integration courses) 113 202 (Vocational Language course)	59% (integration) 53% (vocational language)	41% (integration) 47% (vocational language)	<25: 13% 25-54: 83% >55: 4%	Syria, Romania, Türkiye, Afghanistan, Bulgaria
Greece	18 779 (FY 2020)	46% (FY 2021)	54% (FY 2021)	0-20: Second largest group 20-40: Main beneficiaries >40: Smallest group	Syria, Afghanistan, Iraq
Israel	21 764	–	–	≤18: 53% 19-65: 41% >66: 6%	Russia, Ukraine, France, USA, Ethiopia
Italy	81 155	–	–	–	–
Korea	6 620	–	–	–	–

Country	Total	Female	Male	Age of participants	Main countries of origin
Latvia	117	29%	71%	<18: 25% 18-65: 75%	Belarus, Syria, Azerbaijan
Lithuania	283	48%	52%	<18: 43% 18-64: 56% >65: 1%	Russia, Afghanistan, Armenia, Azerbaijan, Belarus
Luxembourg	120 (PIA/SIV programme for asylum seekers and refugees) 370 (CAI programme for EU and third-country nationals)	42% (PIA/SIV) 59% (CAI)	58% (PIA/SIV) 41% (CAI)	PIA/SIV programme: 18-64: 100% CAI programme: 16-24: 3% 25-64: 96% >65: 1%	Portugal, India, France, Brazil, Italy
New Zealand	327 refugees in integration reception programmes	48%	52%	<18: 46% 18-64: 53% >65: 1%	Myanmar, Syria, Colombia, Eritrea, Afghanistan
Norway	13 897	53%	47%	18-35: 67% 36-55: 33% (FY19)*	Syria, Eritrea, Congo, Türkiye, Afghanistan
Romania	1 003	–	–	Most are aged 18-64	Syria, Iraq, Afghanistan, Somalia
Slovak Republic	282 (asylum seekers)	–	–	–	Afghanistan
Slovenia	132 (beneficiaries of international protection)	–	–	–	Türkiye, Syria
Spain	71 000 (asylum seekers or beneficiaries of international protection) (FY19)	–	–	–	–
Sweden	39 832	60%	40%	Open to individuals aged 20-64	–
Switzerland	71 447	–	–	–	–
Türkiye	5 546 (beneficiaries of skills and job programmes through international projects)	–	–	–	–
United Kingdom	4 968	–	–	–	–
United States	211 917	54%	46%	<18: 24% 18-64: 75% >65: 1%	Afghanistan, Cuba, Congo, Burma, Ukraine

Note: Data is provided for Fiscal Year 2020 unless otherwise specified. **The Norwegian Integration Programme (NIP) is open only to individuals aged 18-55.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

3. When are new arrivals provided integration support?

Why is this an issue?

The first years after arriving in the host-country are a critical timespan for new arrivals, who need to understand the functioning of the local labour market and acquaint themselves with public institutions and services. Newcomers typically have fewer networks in the host country and coping mechanisms than migrants who have been present in the host country for longer periods. Providing early access to integration measures can alleviate integration difficulties and prevent lock-in effects that reduce migrant outcomes. Still, providing such access to all eligible migrants presents several challenges.

First, there is the risk that demand for services may exceed available supply. To ensure that those who should benefit from introduction measures are able to do so as early as possible, countries must have adequate offerings. Determining who receives integration services is a precondition to understanding how many services are necessary, in both number and kind. Second, given that integration can be a substantial investment, countries may have an interest in targeting them to those migrants with a reasonable chance of staying in the country. Because of this, timing of access to introduction measures often depends on the channel of migration. Still, at the same time, migrants who enter on short-term permits may also need some integration to succeed. Migrants who initially enter a country for temporary stays may eventually stay for good, and they will benefit from an increased understanding of their host country and its language. In determining eligibility for introduction measures, it is also evident that the first months after arrival in the country might not be the most appropriate time for all migrants to begin their participation. Flexibility in timing of integration may allow host-countries to reach greater numbers of migrants. Some countries have developed "second-chance" programmes for migrants who have been present in the country for a long period without achieving certain integration benchmarks.[11] However, a more effective approach is to consider when the best moment for a "first chance" would be. Migrants arriving with a job in-hand may not be ready to start introduction measures immediately. Still, they may find that certain measures, such as language training, help them meet their future personal and professional goals once they are more settled. In contrast, labour market access for family migrants may not be their first objective, as the focus may be on the needs of the family and children. While this should not automatically be understood as a gender issue, it is important to consider that women with children under the age of 6 experience significantly different integration outcomes. Refugee women are particularly likely to get pregnant the year after arrival, which seems linked to the fact that the uncertainty and insecurity refugees experience during and prior to flight (Liebig and Tronstad, 2018[20]). While foreign-born women without young children have roughly equal employment rates to native-born women across Europe (between 64% to 69% in 2018), the employment rate of migrant women with young children (46%) is over 18 percentage points below that of their peers without children (OECD, 2020[6]). Longer eligibility periods for integration benefits recognise that, while early integration is important, many categories of migrants may benefit from support at a later point in their immigration journey.

How to approach it

To achieve greater return on investment, start the integration process prior to arrival

Exposure to host-country language, systems, and norms should ideally start prior to arrival, namely once a visa has been secured. Some countries, including Austria, Germany, Hungary, Italy, Korea, and the Netherlands provide information sessions and language training prior to departure in major origin countries, so that new arrivals already possess basic knowledge of the host country when entering their new country of residence. Countries such as Australia, Denmark, Norway, and the United States provide pre-departure information sessions, but generally only for humanitarian migrants. Pre-departure integration programmes are useful for all categories of migrant, but could significantly improve outcomes in family reunification, as family members arriving without a job face different challenges from their petitioning family member. They will not have the same contact with native-born in the host country on arrival as a working principal immigrant, and they rarely benefit from the same structured integration programmes as refugees. Pre-arrival services, especially for language, but also for skills recognition, should help migrants prepare for their first years in the host country and set appropriate expectations (see Box 3.1).

Box 3.1. Pre-Arrival and the Importance of Setting Expectations, a German Example

Germany has paid particular attention to pre-arrival measures in its National Action Plan for Integration, launched in May 2021. The Goethe Institut, the cultural institute of Germany, published the results of its study, "Approach that Begins in the Home Country," in January 2020. The report notes that migrants who receive comprehensive information about life in Germany prior to arrival have more realistic expectations regarding their integration process, which leads to greater success. With that in mind, German programmes in certain key countries, in particular spousal reunification programmes in Southeast Asia and Southeast Europe, are designed to offer both language and practical life information. Some have in-person and online formats, such as the "Tara Na Sa Germany" portal available in the Philippines. This allows opportunity for informal exchange and helps migrants overcome the challenge of traveling to a Goethe Institut location (Hammann, Ottow and Wecker, 2020[21]). If a partnership-based immigration motive exists, family members can be advised via the Working and Living Hotline (ALID) and are directed to websites with both passive and active job offers (https://www.arbeitsagentur.de/, https://handbookgermany.de/ and https://makeit.de/).

Offering in-person pre-arrival courses may not be feasible for every host country. Even where it is possible, resource limitations mean such offerings are only available in specific countries of origin. Some countries have embraced the expansion of digital platforms to assist with pre-arrival integration, either designing websites to provide information or opening up online language courses to all migrants regardless of geographical location. Expanding digital platforms is a cost-effective way to extend the reach of introduction measures. Australia, Austria, Finland, Israel, and Norway are among the countries that have developed virtual classrooms for distance learning (see Box 3.2 for additional examples).

Integration should be viewed as a continuum, and pre-arrival is a part of that continuum. For most migrants (with the exception of the forcibly displaced), the process of understanding their host-country begins well before they actually arrive. At the same time, pre-arrival integration sessions and courses will be most effective when linked to the curricula of post-arrival introduction measures, thereby encouraging continuity in the integration pathway. Once in the host country, migrants who arrive without prior training and those who require further training would benefit from an individual assessment, whereupon they are referred to appropriate programmes by the competent immigration authority or public employment service. Those who

have received pre-arrival integration and who have been directed to the appropriate resources to access upon arrival will start off on a stronger footing in terms of preparedness to access introduction measures.

In most cases, pre-arrival courses remain optional for migrants, although Australia, Austria, Japan, Korea, and New Zealand all require a certain level of host-country language proficiency prior to arrival for some classes of migrants. If such integration requirements are imposed prior to migration, countries might consider steps to ensure that these requirements do not delay family reunification. While pre-arrival requirements such as reaching a certain level of language proficiency may be seen as ensuring quick adaptation in the host country, early arrival carries clear benefits, particularly for the children of migrants (OECD, 2017[22]). Thus, in some cases, it may be more beneficial to provide migrants with the possibility to complete such requirements within a certain period after arrival. In New Zealand, for example, those visa applicants with language requirements who are unable to demonstrate minimum proficiency must pre-purchase English tuition to be completed upon migration.

Ensure that those who should benefit are adequately informed of their right to access services

Early intervention requires that migrants are informed about and referred to targeted programming options as early as possible. Pre-departure information sessions are an important way to establish contact and communicate this information, allowing migrants a forum to pose questions and receive clarifications where necessary. Even where this is not possible, the framework for intake and reception should be designed to inform all migrants of their rights and/or responsibilities regarding integration upon arrival in the host country.

Reaching migrants with limited knowledge of the host-country language may also require advertisement in foreign-languages in immigrant media and frequently visited areas, as well as face-to-face contacts from outreach staff who can establish a relationship of trust. The Scottish Government has used a Polish-language website (emito.net) developed by migrants to the UK to disseminate information to that community. Detailed print materials as well as a comprehensive online portal (such as exists in Austria and Sweden) can provide an overview of the full range of available integration options and of course providers by geographic region. Regional and local governments can also develop portals specific to their own areas. This has been done in Quebec, Canada and the city of Barcelona, Spain,[12] among others. The advantages of an online platform lie primarily in the capacity to provide comprehensive, searchable information to cover a variety of topics. Such portals may also be readily updated, providing the most current information available. Many countries in the OECD and EU provide integration information online, although often simply as electronic versions of information booklets. Print materials (and.pdf documents) are necessarily more limited than a portal. However, a printed brochure in a language that the migrant can understand can be an important introduction for migrants with limited digital literacy or access. They may also be used to point new migrants toward available online resources. Many countries, including Canada and the United States, provide a pre-departure booklet of information to migrants abroad (Annex Table 3.A.1). Such materials can be translated into a variety of languages to reach as many migrants as possible.

Migrants who have not been able to access pre-departure information will benefit from information provision once they arrive. Even migrants who were able to access such information may find reiteration useful, and they may have a clearer picture of their integration needs once they have relocated. Where possible, a dedicated caseworker can help migrants understand their eligibility and locate available services in their area (See Chapter 4.). Most countries that offer caseworker services only do so for resettled refugees (as is the case in Lithuania, Latvia, and Norway). Australia, Belgium (Flanders), the Czech Republic, Finland (for those receiving benefits), and France provide individual guidance to a broader group of migrants. In Canada, some migrants with significant intervention needs are matched to an individual caseworker, and others receive a personalised referrals on the basis of a needs assessment. In

other countries, such as Austria, Chile, and Korea, a general information session for new arrivals is provided to direct migrants to services. In the United Kingdom, refugees receive a welcome guide which is available in several languages of key origin countries.

Box 3.2. Digital tools can be used by migrants prior to arrival in the host-country

The Austrian ÖIF maintains a language portal, Mein Sprachportal, which provides an overview of different language courses offered. It includes access to a variety of video and audio tools that allow migrants to test their language skills and prepare for tests.

The Estonian Ministry of Education and Science and the European Social Fund support Estonian e-courses (www.keeleklikk.ee). Courses are designed for both English and Russian speakers and are supported by an Estonian teacher with whom the learners can exchange messages via email.

Germany has developed similar tools for language, including a learning portal (vhs-Lernportal) that allows students to link with tutors who can view their progress. Different types of exercises are presented through various media: audio, video, pictures, and written text. The portal is both desktop and smartphone compatible.

France has developed Massive Open Online Courses (MOOCs) devoted to language and to life in France. “Living and accessing employment in France” contains useful information for settlement in France, information regarding the principles of French society, and information regarding administrative procedures to be completed prior to departure (https://www.fun-mooc.fr/fr/cours/vivreet-acceder-lemploi-en-france/). An information booklet is also available. Additionally, the government has supported several mobile applications dedicated to language learning and life in France.

The Japan Foundation supports a desktop- and app-compatible online Japanese course for English speakers (https://www.irodori-online.jpf.go.jp/) and the learning community site (https://minato-jf.jp/), through which users can access self-learning, tutor support, e-learning materials, and courses offered at 23 overseas locations (in multiple languages) prior to traveling to Japan.

Portugal’s Online Platform for Learning Portuguese, offered by the High Commission for Migration, allows learners to progress through two modules, beginner and independent. The course is designed to build vocabulary learning, listening, reading, and writing skills, as well as expanded grammar knowledge. Users are invited to register and identify a native language, in addition to providing data regarding education level, employment status, and knowledge of other languages. Instructions and materials, such as the online dictionary, are made available in that language.

Integrate all migrants who have a high likelihood to be allowed to stay

Particularly when it comes to language, early exposure and training should be a priority for all new arrivals with limited proficiency. While successful asylum claimants may be the group that most needs language training, this group often waits longest to access language courses or other introduction measures, depending on the duration of the asylum procedure. Asylum-seekers who have had not had access to introduction measures while awaiting approval are more likely to rely on public services once approval is granted, so it is counter-productive to delay integration of these individuals. Some countries have tried to counter long periods of inactivity in this group by providing language training to asylum seekers while their application is still pending. However, few have opened all introduction measures to migrants regardless of status. Portugal has done so on a national level, and in the United States, individuals are able to access Department of Education subsidised language and vocational training through community centres without inquiry into migration status. Providing a limited number of measures early on, regardless of status, and then adding additional services after a positive asylum determination, is a reasonable way to avoid

oversaturation of the integration programme while still ensuring that new arrivals are able to integrate as quickly as possible. Countries could also consider a process by which a prima facie determination of eligibility is made, enabling asylum seekers with a reasonable likelihood to stay to access integration programmes, as has been done in Germany. In Mexico, asylum seekers that have properly registered their request receive an individual Needs Detection Interview, after which the Mexican Government can refer the migrant to government affiliates or civil society (see Lesson 2, Annex Table 2.A.1).

Other migrants who would likely benefit from receiving at least some integration support include those who arrive with a temporary work permit. Even if limited to language courses, early access to introduction measures signals to these workers that they are valued by the host country. This support can also improve their labour-market outcomes, given the clear linkage between the ability to speak the host country language in employment in a job commensurate to the migrant's skills. After controlling for differences in other observable characteristics, immigrants in employment who have difficulties in the host-country language have over-qualification rates that are 17 percentage points higher than similar immigrants who speak the host-country language well (Damas de Matos and Liebig, 2014[23]). Supporting these migrants will put them in a better position should they prolong their stay, and may indeed make qualified workers more likely to transition to long-term status.

Annex 3.A. Additional information on pre-departure support

Annex Table 3.A.1. Available pre-departure measures, 2021

	Pre-departure information		Pre-departure introduction measures available		Pre-departure integration obligation
	Information sessions	Informational materials (format)	In-person classes	Online options	
Australia	Cultural orientation for humanitarian migrants	Yes (print and electronic)	No	Yes	Some visa classes require English proficiency
Austria	provided in Ankara, Türkiye	Yes (print)	No	Yes	Third-country nationals should demonstrate A1 German
Belgium (Flanders)	No	No	No	No	No
Canada	Yes (differentiated by immigration pathway)	Yes (print and electronic)	No	No (although there is an online self-assessment tool)	No
Chile	No	No	No	No	No
Colombia	No	No	No	No	No
Croatia	Yes (resettled refugees)	Yes (app)	No	No	No
Czech Republic	No	Yes (electronic)	No	No	No
Denmark	Yes (quota refugees)	Yes (written)	Danish lessons for quota refugees	No*	Yes (integration potential criteria for quota refugees, additional conditions for family reunification)
Estonia	No	No	No	No	No
Finland	Yes (resettled refugees)	Yes (pre-departure website and print materials)	Yes	Yes	No
France	No	Yes (electronic)	No	Yes	No
Germany	Not systematically	Not systematically	No	Yes	Yes (A1 for spousal reunification)
Greece	–	–	–	–	–
Iceland	No	Yes (print materials for quota refugees)	No	No	No
Ireland					
Israel	Yes (for those eligible for Aliyah)	Yes (print)	Yes	No	No
Italy	Yes (temporary project in 15 countries, to end in September 2022)	Yes (in context of project, format determined by project)	Yes (in context of project)	No	No
Japan	Yes (resettled refugees)	Yes (online)	No	Yes	Some visa classes require Japanese proficiency

	Pre-departure information		Pre-departure introduction measures available		Pre-departure integration obligation
	Information sessions	Informational materials (format)	In-person classes	Online options	
Korea	No	No	No	No	Some visa classes (International students, marriage migrants) require knowledge of Korean
Latvia	No	No	No	Yes	No
Lithuania	No	No	No	No	No
Luxembourg	No	No	No	No	No
Mexico	No	No	No	No	No
Netherlands	–	Yes (online; can be ordered in physical format)	No	Yes	Yes (for partner reunification or clerics)
New Zealand	Yes (quota refugees, Pacific Access Category, and Samoan quota)	Yes (email, online tool)	No	No	Excluding refugees, migrants must meet minimum English standard. Dependents may pre-purchase tuition prior to visa approval if necessary.
Norway	Yes (resettled refugees)	Yes (resettled refugees)	No	No	No
Poland	No	No	No	No	No
Portugal	Yes (IOM for refugees)	–	No	Yes	No
Romania	Yes (resettled refugees)	Yes (paper, film)	No	No	No
Slovak Republic	No	No	No	Yes	No
Slovenia	No	No	No	No	No
Spain	Yes	Yes (print and electronic)	Yes	No	No
Sweden	Yes (quota refugees)	Yes (print available for those unable to take part in information sessions)	No	No	No
Switzerland	Provided for resettled refugees by IOM	Yes (print)	No	No	No
Türkiye	No	No	No	No	No
United Kingdom	Provided for resettled refugees by IOM	Provided for resettled refugees by IOM	No	No	No
United States	Yes (Refugee Cultural Orientation)	Yes (print and electronic)	No	No	No

Note: n/a = information is not applicable; *Universal online Danish programme abolished as of 1 January 2022.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

4. How can integration be tailored to account for migrants' different starting points?

Why is this an issue?

Understanding an individual migrant's starting point is a key element of understanding their vulnerabilities and helping them overcome challenges. Several factors may influence an individual migrant's starting point, including age, gender, family situation, language level, and category of migration. Each migrant has distinct personal circumstances, objectives and skills. Adult migrants have diverse educational backgrounds and literacy levels. This heterogeneity translates into diverse needs with respect to language and vocational training, practice, and learning paths. Moreover, the needs of a labour migrant who arrives in a host country job in hand will be different from those of a refugee or a family migrant. The government should be able to operate different policy levers so that each type of migrant has the potential to succeed.

Resource constraints may lead to learners of different skill-sets being taught together in some areas, such as civic integration, which may not present a significant challenge. However, in other cases, homogenous course grouping – in relation to qualification levels or, better, expected speed of learning – may increase the course dropout rate for those at either end of the skills scale. On the language front, while migrants who are literate in their own or another language can be seen as having skills to transfer to literacy in the new language, migrants with no literacy in their mother tongue require tutors with specific skills, knowledge, and competences and are better served by separate provision. Increasingly, countries have recognised there is no 'one-size-fits-all' trajectory, since reaching the same level of language proficiency is neither necessary nor feasible for people with different language repertoires, educational backgrounds, and career prospects (Beacco et al., 2014[24]; Isphording, 2013[25]; Chiswick and Miller, 2015[26])

Ability grouping, meaning the placement of students in courses according to their ability or achievement level, enables adult learners to progress at an ideal pace and permits teachers to apply the most effective teaching methods for a given group of learners. Where this is not possible, an understanding of an individual's unique starting point can aid an instructor in differentiation within a heterogeneous classroom. In either case, it appears that learners advance more quickly and are more motivated to complete their programme successfully when the curriculum builds on their career goals and allows participants to apply skills to their real-life situations (Friedenberg, 2014[27]). On the other hand, new arrivals may be demotivated to attend and/or to continue integration courses perceived to be only somewhat relevant to their individual needs, particularly when the time spent in such courses could be spent job seeking. Enrolling migrants in programmes and trainings they are themselves motivated to complete, or meeting their individual needs in a standard course, will have a significant benefit in terms of learner investment.

How to approach it

Assess migrants' different skills and starting points

Successful integration programmes will recognise the different starting points, barriers and strengths of migrants. Assessment – via an individual interview – is important to group migrants along these needs. Assessment can be used to assign migrants to the right language class (or to the right test to determine language level) based on capability. It can be used to refer migrants to the right trainings and help them identify which prior education needs to be recognised. Ideally, to ensure that each migrant is referred to the introduction measures that best correspond to their individual needs, countries need first to assess migrants' competencies (both formal and informal) and proficiency needs. Often, even the most tailored evaluation systems are limited to specific categories of migrants – typically refugees, or in some cases, only to job-seekers, but an assessment will benefit all migrants, regardless of status, as it will help identify specific needs. Tracking migrants into integration services based on status alone disregards the vast diversity, notably among the refugee population. If the focus is only on provision of services to refugees, other migrants with similar needs risk being left behind.

Tools to assess learners' capabilities can take various formats. The most successful tools will be those who allow the most complete picture of a migrant's skills and past experiences, which in turn allows countries to propose targeted measures to supplement existing competencies. An individualised interview with a case manager may be sufficient. For individuals without prior knowledge of the host-country language, prior education is often used as a proxy for likely learning progress. In Finland, the assessment provider, Testipiste, has developed an evaluation of structural perception and mathematics to analyse capacity for language acquisition in the absence of prior exposure to Finnish. Employment-related skills assessments are another essential component of a migrant's integration needs evaluation, and countries have experimented with a variety of tools to provide this service (Chapter 5.). Informal qualifications can best be assessed through individual discussions. Germany's training programme for women migrants, Stark im Beruf ["Strong in the Workplace"], seeks to identify a complete range of existing competencies by combining traditional assessment procedures with individual discussions with the migrant on informal and soft-skills, such as multitasking, organisation, and empathy.

Individualisation is not merely about skills, but also about needs and goals. While factors including motivation and intention to stay in the country long-term are often excluded from assessments, they may have an impact on learning progress (Kosyakova, Kristen and Spörlein, 2021[28]). Education or upskilling may be of higher priority for some migrants. On the other hand, for some high-qualified migrants in careers that require substantial fluency in the host-country language,[13] emphasis may be placed on providing enough language tuition to bring the migrant to the appropriately advanced level.

Mental health can also impact learning capacity and daily functioning, so this should also be considered, particularly for migrant groups known to have a high incidence of vulnerability. Special services for migrants belonging to vulnerable groups remain relatively rare, though programmes exist in Italy (refugees with disability and unaccompanied minors), Latvia, Lithuania, Norway, and Sweden (refugees with disability, victims of violence and abuse, unaccompanied minors), and Canada (LGBTI-focused programmes and programmes for victims of violence).

Account for specific needs of migrant women

Recognising that some of the barriers faced by migrant women are specific to their gender,[14] several countries have implemented programmes targeted to increasing integration of women. In the European Union, the gap between the share of employed non-EU-born women and native women is 8 percentage points larger than the gap among men. Migrant women are also more likely to be overqualified for their job than migrant men. Compared to men, women face greater obstacles to accessing training, language

courses, and settlement and integration services. Courses like Germany's "Migrant Women Simply Strong in Daily Life," offered by women, for women, are designed to provide a safe space to address sensitive topics and encourage mutual empowerment. Austria conducts "Women in Austrian Society" orientation courses, voluntary discussions on gender equality, women's rights, and health care.

The fact that foreign-born women tend to have higher tertiary education rates than both foreign-born men and the native population makes it all the more clear that countries must take proactive measures to reduce gaps. The European Union Action Plan on Integration and Inclusion (2021-27) advocates for inclusive entrepreneurship (supported through InvestEU, a fund and advisory hub for strategic investments), mentorship of women, and a recognition of the specific challenges faced by migrant women when accessing health care. Immigration Refugees and Citizenship Canada has sponsored several mentorship programmes for newcomer women, focused on improving employment opportunities. Some of these programmes, such as Her Mentors (Women's Economic Council), focus specifically on connecting newcomers to mentors from the established immigrant community. From 2017 to 2020, Ireland supported the Building Better Futures programme to provide tailored training and advice to women entrepreneurs. The programme was carried out by the Migrant Rights Centre Ireland (MRCI) and the DCU Ryan Academy and funded by the European Social Fund. Industry experts were recruited to mentor participants and encourage their enterprise initiatives. In France, the Inter-ministerial Committee on Immigration and Integration of November 2019 called for the government to promote the professional activity of migrant women by providing information directly through "Open the School to Parents for the Success of Children" (OEPRE) programmes (which are majority attended by women) and accompanying them at public employment services. Local governments are instructed to focus on communication regarding services and professional options, facilitation of child care, and identification of physical and psychological health barriers. Asylum centre staff are being trained on gender and sexual health issues. The Director for Integration and Access to Nationality (DIAN) specifically requests measures to help migrant women access the labour market in its calls for projects.

Provide for personalised integration pathways, and follow-up to ensure their success

Once these skills, needs, and goals have been assessed, they should be accounted for in assigning migrants to programmes. Across the OECD and EU, most countries personalise integration to some extent by providing separate tracks for specific categories of migrants. Most state-sponsored language programmes have a separate 'literacy' track, involving 'pre-courses' in literacy and/or additional hours of instruction (Annex Table 4.A.1). Germany has two separate tracks, one for migrants who are literate in non-Latin writing systems and another for those with no literacy in any writing system. Still, concerns have been raised that there are insufficient options for transitioning these migrants to regular language courses after the alphabetisation course is completed (Wienberg et al., 2019[29]). Tracking by education level is slightly less common, although pre-courses or additional hours are sometimes also extended to low-educated learners. Tracks for the tertiary educated are more ad hoc (e.g. for international students or workers in certain professions), although there is an increasing trend to account for tertiary education in "fast track" or intensive programmes. Where possible, in addition to tracking, the impact of assigned introduction measures can be greatly enhanced if they are linked to form a coherent path for meeting the migrant's goals. Vocation-specific language courses could be connected to vocational training, for instance.

Depending on the size of the migrant population or the resources available, greater differentiation may be impractical. However, individualised approaches have the advantage of increasing flexibility, which is particularly important as situations arise that place stress on known migrant vulnerabilities (e.g. the disproportionate impact on women, particularly those with children, observed during the COVID-19 pandemic). Where possible, an individual language learning 'trajectory' –or tailor-made learning plan – should be developed in co-operation with each migrant. Based on learners' schedules and experiences, a case manager can identify the most appropriate introduction measures available in the area and estimate

the adequate number of hours of instruction and learning speed, given the structure of the course and the migrant's educational background and language repertoire. The plan may envision a programme lasting a few months or a several years, depending on individual needs. It should also be flexible in case these needs change. This first step allows learners to set realistic expectations and prevents 'course blocking' – which occurs when low-educated adult learners cannot progress onto a higher level, despite regular course attendance and high levels of motivation. Australia's Adult Migrant English Programme (AMEP) uses individual pathway guidance at the start and end of each programme to maximise learners' outcomes. New learners receive an Individual Pathway Guide (IPG) that documents their learning goals and explains their rights and responsibilities as learners. The IPG also facilitates the monitoring of learners' outcomes during the programme. Once migrants have concluded the programme, they are interviewed about further learning needs and provided with a clearly delineated pathway to further language training, job search support, and education or vocational training opportunities. Canada provides an IRCC-funded assessment of needs and strengths, a personalised settlement plan, and referrals to services. Guidance includes information sessions, workshops, and one-on-one conversations.

To date, while a majority of countries have specialised staff for counselling migrants, this is rarely outside the humanitarian context and often not systematic. Ideally, a single caseworker meets with each new arrival on a one-on-one basis to find out about learning objectives and motivation, skills in other languages, education level, professional background, and language needs in migrants' daily life. This individual can act as a mentor and encourage migrants to undertake training where necessary. This may require some upfront investment, but it shows migrants that countries understand and want to address their needs and interests, which, in turn, increases migrants' motivation to participate and succeed in training.

Personalisation of pathways means looking at more than just jobseekers. Norway's integration programme provides for an individual plan, but the country also sponsors specific measures for target groups. The "Job Opportunities" programme targets migrants who lack a link to the labour market. There is a specific focus on reaching immigrant women who are not dependent on social welfare and, thus, may never have been offered any services. One specific offering within the programme is "job club" conversation groups to improve language proficiency. The programme is divided into three different schemes. Part A-scheme is for immigrant women. In 2019, 75% of participants who had completed the programme in Part A had moved into employment or further education. Switzerland offers courses targeting the social integration of those migrants who are unlikely to pursue a professional project for age or health reasons. Canada also provides programming and guidance for seniors. Particularly where integration benefits are provided on a family rather than an individual basis, it is important to ensure that the needs of the entire family are being met.

Beyond counselling, continued case management can be used to ensure that migrants are receiving the support they need to continue in the programme. To ensure continuity, this should ideally be the same counsellor who performed the initial assessment, or if this is not possible, a team member who has access to the same information on the migrant. A caseworker (or a team of workers) should be monitoring the migrant's progress in the relevant programmes. Periodic caseworker check-ins, like those contemplated in Australia, maintain a link to the migrant and help them pursue programmes to completion (Annex Table 4.A.2). They provide the added benefit of creating a connection and a trusted relationship, giving the migrant a specific point of contact should they experience barriers to access.

One alternative to an individualised pathway is to provide well-known, accessible locations where migrants can go to obtain personalised advice as needed. Germany's Migration Advice Service for Adult Immigrants is provided at 1 473 centres across Germany or online. While financed by the Ministry of the Interior, individualised advice and referrals are offered independent of state authorities and can be anonymous if desired.[15]

Implement a modularised or time-differentiated approach

Modularisation is one way to increase personalisation. Several OECD and EU countries have reformed language and integration courses, developing specific pathways and programmes that are more flexible for different types of learners and allowing migrants to repeat or skip levels as necessary. A modular system, as currently operates in Austria, Sweden and Denmark, which organises learning in consecutive modules with increasingly advanced learning goals, is an example of how countries can manage to provide high quality, personalised language courses to a broad and diverse group of learners. In Denmark, the target level of Danish increases as the migrant's education level increases, with those migrants in Danish 3 aiming to achieve a C1, which is necessary to access higher education in Denmark. Successful learners in the lower tracks have the opportunity to progress to the next track if they choose. This approach also allows for provision of additional modules for those migrants who seek to continue beyond the integration targets to reach their personal or professional objectives. Following an evaluation of its integration course system in 2007, Germany extended its offering, introducing publicly funded, specialised schemes with catch-up and intensive courses as well as the possibility to attend additional lesson-hours if participants were not able to attain a sufficient level of German language. Another assessment of the scheme found significant improvements in terms of language skills, employment, and other integration outcomes linked to more differentiated training (Schuller, Lochner and Rother, 2011[30]).

While modularisation has been most frequently implemented in the realm of language learning, such policy tools do not limit themselves to language. With proper assessment, it should be possible to provide a menu of options based on individual needs (e.g. a mix of education, skills, and language), for which portions of any integration benefit (or other financial support) may be used. In Estonia, migrants are able to register for free Settle in Estonia educational modules, choosing the most suitable model at the time that works for them. Options include language, entrepreneurship, work, family life, and research.[16]

The modular approach can also provide migrants with the flexibility to surmount any interruptions in their integration trajectory. Offering programme modules simplifies provision of time-differentiated access to integration measures, which allows migrants to access the measures they need *when* they need them. As previously noted, the majority of countries allow migrants to pause their integration courses or extend integration benefits for approved reasons, such as maternity leave (Annex Table 2.A.2). However, little support exists when personal circumstances beyond these approved reasons intervene to prevent migrants from full participation in integration. There may be previously undiagnosed trauma-related needs to address, or caregiving issues may arise outside the early-childhood context. A modularised approach reduces the need to make an individual eligibility determination in each of these cases.

Annex 4.A. Additional information on programme tailoring

Annex Table 4.A.1. Programmes specifically tailored to migrants' needs

	Low-literacy/ illiterate	Highly Skilled	Youth	Women	Parents of Young Children	Other
Australia	Yes (through AMEP; individualised for humanitarian migrants)	Yes (through AMEP; individualised for humanitarian migrants)	Yes (youth-specific AMEP for age 15-24; migrants age 15-17 may receive other services if needs cannot be met in school)	No	No	Individual assessment of each student to identify skills and barriers is conducted
Austria	Yes	No	Yes	Yes	Yes (language courses include childcare)	Special language examination available for the blind
Belgium (Flanders)	Yes	Yes	Yes (intensive Dutch for age 12-17; summer programmes)	Yes (but only exceptionally)	Yes (but only exceptionally)	EU labour migrants (in some regions)
Canada	Yes	Yes	Yes (tailored support, after-school programming, and a bridging programme for older youth)	Yes	Yes	French support in Francophone minority communities; targeted LGBTI services; services for victims of violence
Chile	No	No	No	No	No	No
Colombia	No	No	No	No	No	No
Croatia	No	No	No	Yes	Yes	No
Czech Republic	Yes	Yes	At the local level	Yes	Yes	Integration for repatriating ethnic the Czechs
Denmark	Yes	Yes	No	No	No	No
Estonia	Yes	Yes	No	No	No	No
Finland	Yes	Yes (subject to numbers)	Yes (but not systematically)	Yes	Yes	Regionally: some courses for specific professional fields; possibility to integrate in Swedish in bilingual areas
France	Yes	Yes	Yes	Yes	Yes	No
Germany	Yes	Yes	Yes	Yes	Yes (all parents, even with older children)	Vulnerable groups, including pregnant women, victims of trauma, long-term residents who still have integration needs
Greece	No	No	Yes	Yes	No	n/a
Iceland	No	No	No	No	No	No

	Low-literacy/ illiterate	Highly Skilled	Youth	Women	Parents of Young Children	Other
Ireland						
Israel	Yes	Yes	Yes	No	No	No
Italy	Yes (local level)	Yes (mostly private)	Yes	Yes (local level)	Yes (local level)	No
Japan	No	No	No	No	No	No
Korea	No	No	No	No	No	No
Latvia	Yes	Yes (engineers, doctors, lawyers)	Youth language training available	No	No	Measures for migrants with limited mobility
Lithuania	No (in development)	No (in development)	No	No (although AMIF funded projects exist)	No (though some flexible programmes exist for humanitarian migrants)	Longer integration period and support for migrants with special needs
Luxembourg	Yes	No (though language courses may exist)	Yes (though most programmes exist inside the formal education system)	No	No	No
Mexico	No	No	No	No	No	No
Netherlands	Yes (self-reliance route of 3-track system)	No	Yes (in addition to schooling, the education track will prepare young migrants for regular Dutch education)	No	No	No
New Zealand	No (though migrants may access existing public services devoted to literacy)	Yes (skills matching and job search)	No (in development)	No	No	No
Norway	Yes	Yes (fast track)	No (school is encouraged until age 25)	Municipal-level offerings	Yes	Measures for migrants with special needs, unaccompanied minors
Poland	No	No	No (children attend school, and additional Polish language hours – at least 2 per week – are available through school)	No	No	A special programme was implemented for relocated Afghans in 2021.
Portugal	Course for users of non-Latin alphabet	Not systematically	Yes	Not systematically	Not systematically	No
Romania	No	No	No	Yes	Yes	Measures can be repeated or adapted according to needs
Slovak Republic	No	No	No	No	No	No
Slovenia	Yes	Yes	Yes (although young people can remain in the educational system until the age of 26)	No	No	No
Spain	Yes	No	No	No	No	No

	Low-literacy/ illiterate	Highly Skilled	Youth	Women	Parents of Young Children	Other
Sweden	Yes	Yes	No (measures exist inside the formal education system)	Not systematically	Yes (language)	No
Switzerland	Yes	Yes	Yes (preschool and early childhood offerings)	No (although measures exist in certain cantons and towns)	No	Measures for migrants who cannot join the work force due to health, age, etc.
Türkiye	No	No	Yes (for children at risk)	Yes (particularly those who have faced violence)	No	No
United Kingdom	Yes*	No	No	No	No	No
United States	Yes**	Yes	Yes	Yes	Yes	No

Note: n/a = information is not applicable; * The UK attempts to develop a bespoke support plan for each refugee for the first 12 months of resettlement, including identifying and meeting individual needs; ** These programmes are organised on a state level, supported by the Office of Refugee Resettlement.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Annex Table 4.A.2. Characteristics of individualised case management for new arrivals

	Y/N Individual Settlement Plan	Case management assigned?	Does the migrant have a single point of contact?	Is this done on a family or per person basis?	Assessments/Check-ins	
					Initial	Periodic
Australia	Yes	Yes	Yes	AMEP is provided to the individual. HSP clients may be counselled in family groups	Yes	Yes
Austria	No	No	No	n/a	Compulsory integration counselling at local office of OIF	–
Belgium (Flanders)	Yes (2022)	Yes	Yes	Individual, though data is linked to that of family members	Yes	Yes
Canada	Yes	Yes, for government assisted refugees	Yes, in some cases	Individual	Yes	Yes
Chile	No	No	No	n/a	n/a	n/a
Colombia	No	No	No	n/a	n/a	n/a
Croatia	Yes	Yes	Yes	Case managers are assigned for individual integration plans, but the New Neighbors project supports migrants on joint, family, and individual basis	Yes	Yes
Czech Republic	Yes, for humanitarian migrants	Yes, for humanitarian migrants	–	Individual, though data is linked to that of family members	Yes	No
Denmark	No	Yes, under integration contract	Yes	Individual, though refugees receive both individual and family	Yes	Yes

	Y/N Individual Settlement Plan	Case management assigned?	Does the migrant have a single point of contact?	Is this done on a family or per person basis?	Assessments/Check-ins	
					Initial	Periodic
				support		
Estonia	No	Yes	Yes, for refugees	Case-dependent	Yes	Yes
Finland	Yes, for humanitarian migrants, including asylum seekers with work permit	Yes, for registered job seekers	No	Individual. Family plans are possible, though rare	Yes	Yes
France	Yes	Yes, under integration contract	Yes	Individual	Yes	End of contract interview
Germany	No	Yes (not assigned, but available)	No	Available to both individuals and families	Yes	Yes
Greece	No	Yes, for asylum-seekers	Yes	Available to both individuals and families	Yes	Yes
Iceland	No	Yes, through Icelandic Red Cross	–	–	Yes	Yes
Ireland						
Israel	No	Yes	Yes	Individual. Some services are for the family, particularly for housing	Yes	Yes
Italy	No	No	No	n/a	n/a	n/a
Japan	No	No	No	n/a	n/a	n/a
Korea	No	No	No	n/a	n/a	n/a
Latvia	No	Yes, for humanitarian migrants	Yes	Offered on individual, couple, or family basis	Yes	Yes
Lithuania	Yes, for humanitarian migrants	Yes, for humanitarian migrants	Yes	Both individual and family, depending on type of service	Yes	Yes
Luxembourg	No	Not systematically	No	n/a	n/a	n/a
Malta	Yes	Yes, in voluntary I Belong programme	–	Individual	Yes	Yes
Mexico	No	Yes, for refugees	Yes	–	–	–
Netherlands	Yes	No	–	Individual	Yes	–
New Zealand	Yes, for refugees	Yes, for refugees	Yes	Family plan, individual support	Yes	Yes (over 12 months)
Norway	Yes	Yes	Yes, though there may be variation by municipality	Individual, though there may be variation by municipality	Yes	Yes
Poland	Yes, for humanitarian migrants	Yes	Yes	Depends on family needs	Yes	No
Portugal	No	Not systematically	No	n/a	n/a	n/a
Romania	Yes, for migrants admitted to integration programme	Yes	Yes	Individual	Yes	Yes

	Y/N Individual Settlement Plan	Case management assigned?	Does the migrant have a single point of contact?	Is this done on a family or per person basis?	Assessments/Check-ins	
					Initial	Periodic
Slovak Republic	No	No	No	n/a	n/a	n/a
Slovenia	No	Yes, for humanitarian migrants	Yes	Family	n/a	n/a
Spain	Not systematically	Yes	Yes, though there may be variation by municipality	Individual	Yes	Not systematically
Sweden	No	No	No	The Public Employment Service provides individualised services	With PES	Yes
Switzerland	Yes, for humanitarian migrants	Yes, for humanitarian migrants	Yes	Individual	Yes	Yes
Türkiye	No	No	No	n/a	n/a	n/a
United Kingdom	Yes, on local level	Yes, for refugees on local level	Yes	Family or individual	–	–
United States	Not systematically	Initial case manager makes referral	No	n/a	n/a	n/a

Note: n/a = information is not applicable.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

5. What is included in introduction measures for new arrivals?

Why is this an issue?

Once the scope of eligibility has been determined, policy makers need to decide which measures will be delivered with public support. The suite of measures may be more extensive in a holistic integration programme such as those often made available to refugees. Alternatively, there may be instead a menu of targeted measures for which the migrant is eligible according to status or individual trajectory, e.g. if they are a job seeker. Some countries have mandated curricula for settlement programming (including Belgium (Flanders), France, Germany, the Netherlands), though these remain the minority. No matter the context, policy makers must determine which measures best support the endeavour of integration.

To do so, countries should consider the needs of migrants alongside their own policy regarding level of support. Having physical needs met is a baseline for humanitarian migrants. Other policy measures, particularly those designed to aid in language acquisition, are important for all migrants regardless of category. Some countries may want to go further to help migrants access the labour market and integrate broadly into society, while others, especially those where the majority of migrants arrive with a job in hand, may leave responsibility for labour-market integration to the migrant or the employer. Even these countries may provide job measures in the context of the public employment service, but they may not be specifically targeted to new arrivals. High overqualification rates in some countries may indicate that labour-market measures are needed even when migrants have high employment rates. Migrant overqualification rates are high compared to the native born in most OECD and EU countries, even though employment rates are similar in many countries. Overall, over 8 million foreign-born workers are overqualified in the OECD (and 3 million in the EU) (OECD/European Union, 2018[2]).

Policy makers also need to consider which measures would best motivate migrants to pursue integration as soon as possible after arrival. Competing demands on the migrant's time means the utility of the measure needs to be clear. A country that implements measures that are unattractive to migrants risks both needless spending and the undermining of its own integration goals.

The question of what measures are included in the introduction catalogue should also be periodically revisited. As society's needs change, so do the needs of recent arrivals to the country. Courses and integration counselling need to evolve along with these changes. Increased use of information and technology systems in the workplace, for instance, has led to a technological literacy gap. Digital literacy is vital to communication and success on the job market in most OECD and EU countries, but until recently, it has not been an area of focus for migrant integration. In part encouraged by circumstances surrounding the COVID-19 pandemic, policy makers in several countries have recognised the need for digital literacy training and have increasingly incorporated such training into refugee resettlement programmes.

How to approach it

Ensure that migrants have the skills to facilitate labour-market integration

Developing basic skills and education

Across the OECD, 37% of the foreign-born are highly educated, a larger share than among the native-born (32%). With the exception of Iceland and the Latin American OECD countries, the share of highly education individuals among immigrants has actually increased by 7 percentage points over the past decade. However, a significant number of the foreign-born are poorly educated (27%). The share of the immigrant population that is poorly educated is higher in Europe, surpassing 35% in Belgium, Italy, France, Greece, Malta, and Spain. In Türkiye, the share is over 50% (OECD/European Union, 2018[2]). In particular, a considerable number of humanitarian migrants arrive in OECD and EU countries with little or no previous education, and thus struggle to integrate. Specific supports are needed to ensure that migrants can acquire the knowledge and skills which are generally considered to be the barest necessities for any prospect of long-term employability. Introduction measures should include literacy training and adult education as necessary (Annex Table 4.A.1). Even where so entitled, immigrants are less likely to participate in adult education than the native born. The failure to attend may be associated with a lack of counselling regarding available opportunities. Tying this counselling to the initial assessment process could increase participation.

In some countries, policy makers have noted the need to make higher education accessible for migrants receiving government support. Investment in education is important for long-term labour market integration of refugees, especially in countries that have relatively few low-skilled jobs for which elementary education would be sufficient (Hernes et al., 2020[31]). Promoting higher education could alleviate problems with skills mismatch. In some cases, education initiatives have been driven by universities themselves. The Central European University offers the Open Learning Initiative, with full- or part-time programmes to help refugees access higher education. A small number of countries have, however, introduced systematic measures. Estonia, Finland and Sweden are among the countries that permit job-seeking migrants to use their integration benefit to pursue academic education. Canada and Denmark do the same for refugees. Eligibility for such programmes is determined on the municipal level in Belgium (Flanders). Norway's new Integration Act removed a criterion that migrants be in need of basic skills to participate. Migrants with some education may now remain in the introduction programme and can receive financial support while pursing further education. The Netherlands' Civic Integration Act, implemented in January 2022, contemplates an education route primarily intended for young people who want to obtain a diploma. In Germany, certain migrants under the age of 30 (or 35 for a master's degree) are eligible for educational benefits under the Federal Training Assistance Act. In 2018, Slovenia introduced rules and exams to improve assessment of knowledge of foreigners wishing to continue education at the secondary level (or apply for a job requiring completed school education) or wishing to enrol in tertiary level higher vocational or academic programmes. The National Education Institute of Slovenia (NEIS) issues certificates to candidates who demonstrate competencies of primary education. The National Examinations Centre awards certificates to aid in enrolment in tertiary education.

Recognising and building vocational skills

Among challenges faced by new arrivals, their persistent employment gap with native-born citizens often takes precedence, particularly in the EU, where immigrant unemployment is 11.5% against the native-born 7.5%. Migrant unemployment places pressure on both migrant families and the government system. Work-rights are one key policy lever, but so is well-targeted social support to achieve long-term labour-market integration. Still, while self-sufficiency is one goal for integration, early self-sufficiency through employment may not equal stable long-term integration. Evidence suggests that policies focused solely on rapid self-sufficiency may lead to faster employment but not to long-term establishment on the labour market (Hernes et al., 2020[31]). Over-qualification rates are high and a gender gap is evident.

Box 5.1. Public Employment Centres and Intercultural Expertise – the Norwegian Experience

Given their expertise, public employment services are a natural fit for job-related measures, but locating services for migrants within these bodies risks leaving behind migrants who have not identified as job seekers. The metrics of success of public employment offices and their services, often on a case-by-case basis, are frequently in tension with the specific needs of migrants, who may need more specialised programmes than provided by the mainstream services. In Norway, welfare administration and employment services are co-ordinated under the aegis of the Norwegian Labour and Welfare Organisation (NAV). In the past, Norway has experimented with specific employment offices to facilitate labour-market integration of migrants. The "NAV intro" offices were located in Norway's four largest cities and provided each migrant with a specialised caseworker. The target groups were both low- and high-qualified migrants, as they were seen as least likely to be sufficiently cared for in the mainstream public employment office. Specialised expertise on diversity and the needs of migrants, close connections with employers built over time, and regular contact with migrants in work placement were crucial to finding work for difficult-to-place migrants. However, such plans are difficult to mainstream to all areas where migrants live, thus resulting in inequality of access. They may also take needed resources from "regular" employment centres by causing such specialised expertise to concentrate in one specialised centre. A better approach may be to provide basic training on the needs of migrants to all employment centres, acknowledging that areas with a large migrant presence may need a somewhat higher concentration of experts. In 2015, Norway decided to discontinue NAV Intro, instead integrating services for the foreign-born into their regular NAV offices.

Across the OECD, nearly two of three immigrants have obtained their qualifications from abroad. The vast majority of countries have established a right to have those qualifications assessed – at least for certain qualification types. Establishing a universal right to the assessment of foreign qualifications in regulated and not-regulated professions will either help match a migrant to a job for which they are qualified or help them identify the need for additional training (OECD, 2017[32]).

Information about how to obtain recognition could also be improved. The establishment of a centralised, one-stop-shop for assessment and recognition of qualifications and skills will strengthen systems for recognition of prior learning and increase transparency. Ideally, this would be seated within the same body that is charge with directing migrants to or providing them with job matching or training. Online tools and phone hotlines are also useful. In Denmark, the Assessment of Foreign Qualifications Act entitles *all* holders of foreign qualifications to an assessment through the central recognition agency. Denmark has also developed an online portfolio (*Min kompetencemappe* or "My Competence Portfolio") that helps migrants describe and document qualifications. Austria and Germany have instituted similar frameworks and technologies.

Publicly funded skills assessments and other supports are most often made available to humanitarian migrants in the OECD and EU. In some countries, such as Belgium (Flanders), Canada, and Israel, such measures are available to all migrants with legal status, and in others, these are available to job seekers as the public employment service deems necessary (Annex Table 5.A.1). In the past, Norway has experimented with targeting employment measures to migrants determined to have greater need (both high- and low-qualified) (Box 5.1). Russia's war of aggression against Ukraine led to the mass displacement of Ukrainians since February 2022. Some countries have offered this group labour market integration support in addition to work rights. Portugal's Institute of Employment and Vocational Training (IEFP) has mobilised a task force to co-ordinate skills matching between new Ukrainian arrivals and Portuguese businesses.

Many countries provide assessments and job matching through their public employment services, for example in Austria, Belgium (Flanders), Finland, Latvia, New Zealand, the Slovak Republic, and Sweden. In some countries, such as the Czech Republic and Italy, employment measures are not specifically tailored to the migrant population but rather simply made available to eligible migrants. In others, such as Sweden, specific measures providing targeted employment support for migrants are seated within the employment service (Box 5.2). The French Ministry of Labour's Skills Investment Plan (a EUR 15 billion investment in upskilling and sustainable employment planned from 2018-22) sets out EUR 63 million for the HOPE scheme, designed specifically to provide training, socio-professional support, and employment opportunities for refugees.[17] Austria provides mentoring and counselling in different languages in specialised counselling centres. Other countries provide information to new arrivals about recognition options within the framework of an introduction programme.

Once a migrant's credentials, academic or otherwise, have been assessed, they still require a way to show prospective employers that they have a recognised competency. Recognition procedures have been established in almost all OECD and EU countries, but in many countries, they are only accessible by certain categories of migrants or for certain formal qualifications. In Colombia, all migrants with regular status are able to access assessment through the National Apprenticeship Service and job training programmes through the Public Employment Service, but the government's Ministry of Education has also implemented a fast track to validate credentials from Venezuela to bring migrants in need into formal employment. Some European countries have taken steps to facilitate expedited credential recognition for Ukrainians fleeing the war in their country. Poland and the Slovak Republic have shortened the timeline for recognition of medical qualifications for this group. Germany and the Czech Republic have both implemented "fast track" measures to speed the employment of Ukrainian teachers in their schools, which also serves the purpose of facilitating the education of large numbers of newly arrived Ukrainian children.

Box 5.2. Swedish Fast-Track Integration Programme

Sweden has developed a fast-track programme (Snabbspår), aimed at newly arrived immigrants (within 3 years if residency) who have experience or education in a profession where there is a labour shortage in the Swedish labour market. The fast-track programme is managed by the Swedish Public Employment Service (which is the responsible unit for introduction programmes in Sweden). Migrants must be registered as job seekers and have participated recently in the Establishment Programme (etableringsprogrammet). Participants review past experience with a counsellor who helps find the suitable fast track and translate any degrees or certificates. The aim of the fast-track programme is to combine validation of previous education/skills, internships, language training, and tailor-made supplementary education to quickly find a job where the participant's previous education and experience will be used. Participants may receive social benefits (often an introduction benefit) while participating in the programme. The selected professions and content of the programme have been chosen and developed in co-operation with relevant employers and trade unions. Over 40 fast-track programmes for different professions/careers have been developed, such as electrician, chef, doctor, nurse, dentist, pharmacist, teacher, butcher, baker, civil engineer, architect, social scientist (economist, lawyer), veterinary nurse, carpenter, and machine operator.

Link to the Swedish Public Employment Service's webpage (in different languages): https://arbetsformedlingen.se/other-languages/english-engelska/extra-stod/stod-a-o/snabbspar

Job matching and counselling will be sufficient for many migrants, but others will benefit from upskilling and training. Major employers can play an important role in identifying the skills that are needed on the job.

Once skills gaps have been identified, countries should provide access to whatever upskilling or training is necessary. Denmark has worked with and supported employers who hire refugees (and accompanying family) through its Basic Integration Training Programme (IGU) since 2016. IGU is a 2-year course that combines wage-subsidised work with the opportunity to pursue education, upskilling, or even language learning, as needed. The company and the refugee agree together on the composition of the programme. The company then receives a bonus payment after the first 6 months and then again when the IGU is completed. IGU has generally been viewed as successful, with over 1 500 recorded programmes in 2018. However, the salary for a single adult is lower than the integration benefit once children's allowances are considered, which has led some municipalities to advocate a higher pay grade to encourage greater participation by single parents (Bendixen and Lauritzen, 2019[33]). Although Denmark is not bound by the EU Temporary Protection Directive regarding Ukrainian migrants, the government extended eligibility for this programme to Ukrainians under a special law that entered into force in March 2022.

Partial recognition and bridging courses are cost-effective options in cases where migrants demonstrate some skills but cannot meet all of a host-country's job qualification requirements. The topping-up approach prevents migrants from having to start from scratch, provides employers with credentials they recognise, and increase a country's attractiveness for educated migrants. Such programmes are well established in Australia, Canada, Germany, New Zealand, and the United States.

Other migrants may benefit from specific mentorship programmes and encouragement to undertake additional training. The organisation Duo for a Job, initially undertaken in Brussels, but expanded in the Netherlands, Belgium, and France, matches migrants with native mentors who work together on a job search. Weekly contacts are encouraged, and 9 out of 10 mentors continue with mentorship after the migrant has graduated from the programme. This type of mentorship can also occur as part of a full package of measures within the context of state-sponsored job programmes, as has been done by Network IQ, in Germany.[18] Such mentorship may be particularly effective for migrant women. Contact with native women entrepreneurs who can address specific gender-related challenges on the host-country labour market could provide significant benefit in reducing the gender gap in employment.

Make sure that migrants have needed language skills while minimising lock-in effects

Countries have widely acknowledged the need to support migrants in developing a working knowledge of the host country's language so they may participate fully in society. Speaking the host-country language allows migrants to access services, to communicate with employers, and to develop social contacts with native speakers. Putting in place effective language training for new arrivals provides a high return on investment, provided it is designed to match individual needs, and today, the majority of OECD and EU countries have some sort of language learning requirement (Annex Table 5.A.2).

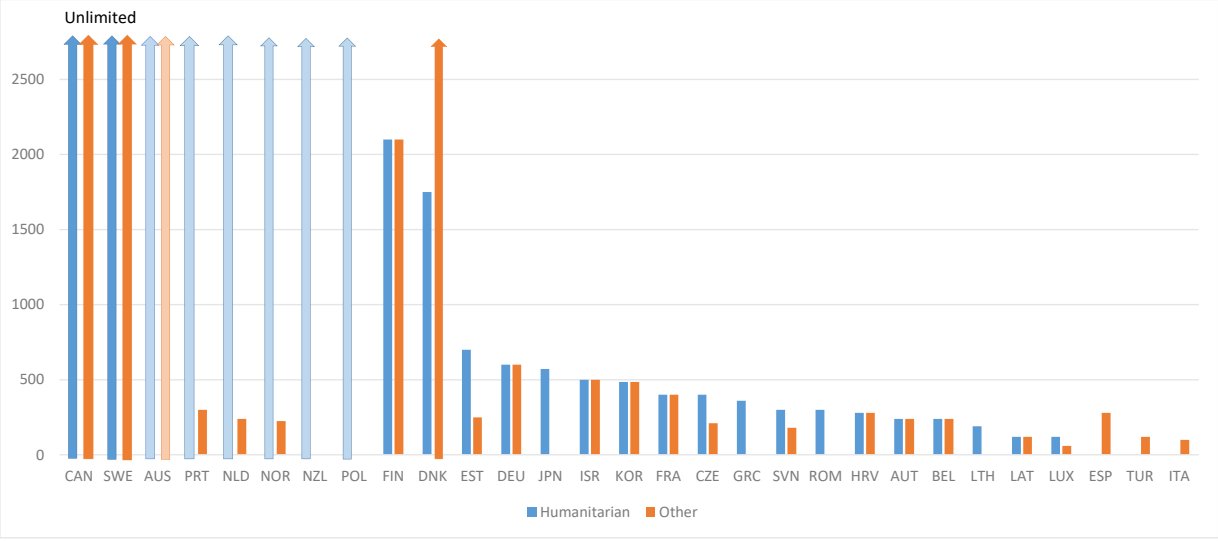
Immigrants who speak the host-country language have significantly higher employment rates than those who report language difficulties – independent of the reason for migration and the level and origin of qualifications (Zorlu and Hartog, 2018[4]). How well immigrants master the host-country language also determines whether and to what extent they can use their qualifications. Unsurprisingly then, with the exception of Central and South American countries that receive migrants primarily from neighbouring states with a shared language, language education makes up the bulk of host-country expenditures on integration across the OECD.

Still, despite the known importance of language proficiency, it remains less clear whether state-supported language training is increasing migrants' labour-market performance. Attendance can pose challenges because of concurrent obligations, such as the need to work or look for a job. Supported courses tend to stop at initial or intermediate proficiency levels, not going far enough to avoid underemployment,

particularly in countries with a low volume of low-skilled jobs. In most country, the number of supported course hours is limited (Figure 5.1), although in some cases, notably those where knowledge of the host-country language is less essential to labour-market success, such as in Malta, this decision is by design. Other barriers, such as the need to spend time developing trade-related skills, suggest that language needs to be considered within a more holistic integration approach, rather than as an isolated skill to learn. Countries can improve the connection between language learning and labour-market insertion by addressing these issues, particularly by adding courses at higher or vocation-tailored levels and by working with employers to assist migrants in learning while working or developing necessary experience.

Figure 5.1. Hours of publicly-supported language training available by migrant category

Basic Standard Offering



Note: A dashed bar indicates that the country offers unlimited hours of training up to a certain language level or within a specified time. In some countries, migrants with specific needs may be eligible for more hours than the basic standard course.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Combining language instruction and vocational training has proven more effective than separate, parallel or sequential trainings in terms of future labour market inclusion, but the number of immigrants benefiting from vocation-specific language training in OECD and EU countries remains limited. The number of immigrants interested in a particular occupation or sector is often too low for providers to consider it worthwhile to develop the capacity to organise trainings regularly.

Still, despite its costs and organisational challenges, vocational language training in different forms is gradually increasing in prevalence. Vocation-specific courses have been embraced by Austria, Australia, Belgium, Denmark, Germany, Israel, Luxembourg, Portugal, and Sweden. Many countries offer courses that are specifically tailored to assisting with skills-recognition in high-need occupations, such as medicine. However, only a few countries have thus far been able to deliver work-related trainings in a wide range of occupations. This is the case in Portugal, where technical, sector-specific Portuguese courses are offered in retailing, hospitality, beauty care, construction, and civil engineering. Portugal has also recently authorised Qualification Centres to host these courses so that less-qualified trainees may gain easier access to skills and qualification reinforcement programmes onsite. Likewise, Sweden provides specific language schemes for certain occupations such as teachers, academics, engineers, economists, lawyers, social/human resources personnel, systems specialists, health care workers, entrepreneurs, bakers,

craftspeople, and bus and truck drivers. Germany has implemented special vocational training courses for health, retail, and technical professions and is currently testing courses for apprentices in craft trades.

Another way to enhance the effectiveness of language training with regards to labour market integration and to strengthen on-the-job and vocational language training options is to involve actors responsible for ALMPs in the design and delivery of language programmes, as has been done in Australia. In co-operation with employers and professional bodies, ALMP providers can develop curricula, teaching material, training, and certifications for integrated language and vocational training and link language training to out-of-class activities, such as mentoring and job placements schemes.

On-the-job language training may help address employers' reticence about immigrants' language qualifications. Co-operation with employers can increase their understanding of what the language levels actually mean and assure them that successful learners have in fact acquired the language skills required for the job (OECD, 2021[10]). While rare, government partnerships with employers to provide on-the-job language training have seen success. Germany and Finland have both created such partnerships. As part of the Finnish Integration Plan, local Public Employment Service Offices (under the Ministry of Employment and Economy) provide language courses that include a "working life period," during which migrants work at a Finnish worksite. The office also provides support services for employers that offer Workplace Finnish or Workplace Swedish. The programme is tailored to the needs and language proficiency of the employees. Duration of the programme, delivery method (in person or distance), group size, and time of course offering are all negotiable. The employer pays 30-50% of the training costs, and the rest is covered. Norway has taken a slightly different approach, encouraging public or private entities to provide training to workers themselves using Kompetansepluss (Skills Plus) funding. Certain Norwegian language-training providers independently advertise their assistance to employers in applying for the funding and organising courses.

Find innovative ways to promote civic integration

New arrivals not only need language and job support, but also need to understand how the host country society functions and its expectations for its residents. For many host countries, civic integration measures have thus become an important component of integration programmes. These courses theoretically ensure that migrants know, understand, and respect the host country's history, institutions, and shared values (Carrera and Wiesbrock, 2009[34]). Policy makers have approached the sensitive question of values from a variety of perspectives. It is important to understand how best to make the host country's values explicit while respecting cultural and individual differences. Such a balance is key to avoiding alienating the migrant population to be integrated as well as to fostering a more welcoming society.

Box 5.3. Incorporating sociocultural inclusion into civic integration

Governments have increasingly recognised the need to support social and civic integration with active measures. France's 2018 National Strategy for the Integration of Refugees has a specific focus on fostering links between migrants and the native-born. Canada's Settlement Program includes services that focus on building connections and promoting social cohesion. A wide variety of activities support informal learning for newcomers, such as conversation circles, museum visits, peer support through recreation activities, community events, and matching opportunities for cross-cultural exchange with Indigenous peoples and broader host communities. In Latvia, the Ministry of Culture has funded an improvisational theatre language club.

Beginning in 2022, Belgium (Flanders) has added a "Flemish buddy" to its formal introduction measures. This individual will act as a sponsor who can provide new arrivals with a network, ideally increasing their chances of finding a job or lodging.

Immigration New Zealand supports the "Welcoming Communities" programme, which – while not expressly dedicated to language learning – brings migrants together with native-born members of their local communities to build connections for better social and economic participation. Similar initiatives exist in Australia, Canada, and the United States. Such programmes have the added benefit of potentially reducing the number of course hours needed for civic integration programmes by indirectly encouraging social inclusion in the host community.

Chile has placed emphasis on inclusion of immigrant players in on sports teams, particularly football and basketball, to create networks and exchanges. Surveys conducted for the Departamento de Extranjería y Migración indicate that native perception of immigrants has improved since the beginning of this initiative.

Romania, supported by the European Union's Asylum, Migration and Integration Fund (AMIF), encourages non-profit organisations to develop opportunities for interaction between migrants and native-born. Regional integration centres partner with the International Organization for Migration (IOM) and the Ecumenical Association of Romanian Churches to develop integration programmes, such as InterACT Plus, that specifically incorporate social and cultural activities to facilitate dialogue and interaction. These include celebrations of host and origin country national holidays, sports events, trips in Romania, museum visits, and cultural orientation sessions. Locally, the municipality of Bucharest created the General Directorate for Integration of Foreign Citizens and Diversity, which is charged with, among other things, increasing awareness of the native population regarding integration and collaborating with the immigrant community on design and implementation of cultural diversity initiatives.

The question of how a country works is a complicated one. Even those countries that offer a civic integration or "Life in…" course recognise that rarely is any society truly understood through a short civics lesson. Moreover, understanding the existence of certain norms is not the same as sharing them. That notwithstanding, such measures are considered as signalling to migrants and to the host-country society that social integration matters and is expected by migrants. While some countries have required a civics test (Annex Table 5.A.3) as a threshold for eligibility for residency, it is clear that this juridical requirement is unlikely to reflect the complexities of true sociocultural integration. Where civics courses and tests are required, they should be subject to carefully evaluated quality criteria. Policy makers should also recognise that integration occurs over the long-term, as a process over many years without a firm end-date, and thus cannot not rely on civics examinations alone to further migrant integration.

Some countries have sought to innovate civic integration by expressly including sociocultural integration measures in their integration programmes. These measures recognise the significance of exposure to cultural norms in informal, low-pressure environments and acknowledge the importance of direct government support to reduce the potential for dilution of responsibility that may occur with the addition of multiple stakeholders (Box 5.3).

Box 5.4. Public libraries and civic integration in Norway, Sweden, and the United States

Public libraries, as local centres of information, frequently act as a point of entry for immigrants into host society. They are repositories of information, provide fora for discussions, and serve as a point of access for internet for migrants who do not possess their own computer or internet connection. Countries such as Norway have invested in public libraries as independent meeting places and arenas for public discussion and debate (Ministry of Culture, 2014[35]) and used them to promote political integration through conversation-based programming and language clubs. Organisers invite local politicians, government employees, and religious representatives to speak about their work. Library language programmes in Oslo and Moss have organised tours to the Norwegian Parliament.

A study on a similar language café held at Malmo City Library in Sweden indicated that the programme supported language learning, information exchange on economic and social issues, and expansion of social networks (Johnston and Audunson, 2017[36]).

In the United States, libraries play a critical role in serving immigrant communities. The U.S. Citizenship and Immigration Services (USCIS) has collaborated with the Institute of Museum and Library Services to provide training opportunities for librarians on immigration topics and to provide citizenship and other educational materials to libraries. USCIS issues guidelines for libraries to build a Citizenship Corner that can be tailored to the available space and to the immigrant population, with flyers in English, Chinese, Spanish, Korean, Tagalog, and Vietnamese. USCIS will also help libraries organise citizenship events and information sessions.

Civic integration can be enriched by increased exposure to social life involving host-country natives. Most countries rely on non-profit organisations that provide conversation groups and “language buddy” mentoring. In Portugal, the organisation SPEAK (www.speak.social), founded with the support of the Calouste Gulbenkian Foundation, operates on a city level, bringing together newcomers and locals through community-led language groups and cultural exchange events. The organisation, which expressly aims to reduce isolation and encourage inclusiveness, is now active in 12 Portuguese cities and has expanded to 10 other countries. In several countries, including Denmark, Finland, France, Germany, Ireland, Italy, and the Netherlands, language buddies have organised exchanges around sport, and in 2016, a European Commission report outlined good practices in designing such programmes for social inclusion (European Commission, 2016[37]). In Sweden, Hej Främling! Sverige organises language exchange through sport- and nature-related activities such as hiking and winter games in eight Swedish counties. Municipalities have an important role to play, given the need to increase migrant-native contact in the communities where the migrants live. In the Netherlands, subsidised community centres play a role in increasing integration. Meevaart, a communal centre in Amsterdam, created Meevaart Ontwikkelgroep (MOG), a foundation focused on providing activities by and for neighbourhood residents. It contains a café and 12 classrooms that offer hospitality to migrants, locals and refugees to meet, eat, and organise activities and training. Activities that promote the social integration of different target groups are prioritised. Amsterdam has 3-4 of these community centres per city district. Public libraries are also a convenient and open forum that have been recognised to increase inclusion and integration (Box 5.4).

Annex 5.A. Additional information on labour language and civic integration measures

Annex Table 5.A.1. Characteristics of public labour-market measures

	Mainstream versus targeted measures		Individual skills assessment/recognition	
		Eligibility Category	Y/N	If yes, detail
Australia	Employment orientation provided in humanitarian programme, but otherwise mainstream	All migrants	Yes	Provided by employment services (Jobactive programme)
Austria	Targeted mentoring, counselling for foreign qualifications, competence check	All migrants	Yes (for refugees or upon individual decision of caseworker)	Conducted by specialised counselling centres using multilingual interviews and trials (brief internships)
Belgium (Flanders)	Mainstream	Unemployed migrants	Yes	Qualifications/diploma recognition by National Academic Recognition Information Centre
Canada	Targeted work placements, mentorship, preparation for licensure/certification, networking opportunities, job search skills, employment counselling and job matching services	All migrants	Yes	Case manager may refer to mainstream employment supports
Chile	Mainstream	–	No	n/a
Colombia	Mainstream	A migrants in regular status	No	n/a
Croatia	Mainstream	Humanitarian migrants	Yes	Recognition of foreign qualifications
Czech Republic	Mainstream	Humanitarian, labour and EU/EEA migrants	Yes	Counselling at the Labour office
Denmark	Targeted (individual guidance and qualification, internships with relevant businesses, possible employment at a business with a wage subsidy)	Humanitarian migrants; All new arrivals	No	Skills are noted during the activation programme for asylum seekers
Estonia	Targeted work module	All migrants	Yes	Conducted by the ENIC/NARIC (Academic Recognition Information Centre)
Finland	Targeted integration training	All job seekers	Yes	Several options exist depending on reported skill level (vocational, highly educated) using a holistic assessment method
France	Targeted (partnership between the Office of Immigration and Integration and public employment services)	All newcomers with a CIR	Yes	The public employment service is piloting projects to improve assessment and recognition of prior learning and experience (Experience without Borders)

	Mainstream versus targeted measures		Individual skills assessment/recognition	
		Eligibility Category	Y/N	If yes, detail
Germany	Mainstream	All migrants	Yes (for migrants with vocational experience but lacking a German credential)	• MySkills: image and video-based questions to identify capability; • Valikom: a Chamber of Commerce procedure to confirm skills; • internships, practical work periods
Greece	Targeted measures for asylum seekers and refugees; all others access mainstream measures	All migrants with right to work	Yes	"Employability support" for asylum seekers includes job counselling and access to job-related certifications
Iceland	–	–	–	–
Ireland				
Israel	Targeted	All migrants	Yes	Depends on professional goals
Italy	Mainstream	All migrants	No	Mainstream services may be available
Japan	Targeted (counselling and assistance, workplace adjustment training with employers)	Humanitarian migrants	No	n/a
Korea	n/a	n/a	No	n/a
Latvia	Targeted (partnership between social mentors and the State Employment Agency)	Humanitarian migrants, including asylum seekers	Yes (if registered as unemployed)	Through the State Employment Agency, assessment of skills and motivation, career consultations, individual job search plans
Lithuania	Mainstream	Humanitarian migrants and lawful residents exempted from work permit requirement	Yes	Employment Service checks skills and knowledge unless the desired profession is regulated. Competent authorities for regulated professions have established procedures
Luxembourg	Mainstream	–	No	PES pilot programme Connection4Works includes skills screening for refugees
Malta	Mainstream	–	Yes (for those enrolled in voluntary I Belong programme)	Transcript of qualifications is prepared that includes work experience and other skills
Mexico	Mainstream	Refugees and migrants with residence	No	Services exist for returning Mexicans
Netherlands	Mainstream, though some municipalities have targeted measures	Migrants with a work or temporary residence permit	Yes	Mainstream measures may include a skills assessment or credential recognition
New Zealand	Targeted (cohort specific pathways)	Refugees, residents, and certain visa holders (such as Essential Skills)	Yes	Depends on visa status. Refugees access New Zealand Qualifications Authority; residents access Careers NZ
Norway	Targeted (individualised under integration programme)	NIP participants	Yes (NIP)	Comprehensive skills mapping is conducted on municipal level using digital tool (Kompas)

	Mainstream versus targeted measures		Individual skills assessment/recognition	
		Eligibility Category	Y/N	If yes, detail
Poland	Some targeted measures exist in certain local labour offices; mainstream measures are available	Humanitarian migrants access targeted measures; jobseekers access mainstream measures	Yes (jobseekers)	Career counsellors assess professional capabilities and may develop an individual action plan for jobseekers (and must do so for registered unemployed).
Portugal	Mainstream (supported by integration centres)	All migrants	Not systematically	–
Romania	Targeted (vocational training, counselling and mediation of employer relationship)	All migrants	No	n/a
Slovak Republic	Mainstream (though humanitarian migrants may receive specific services as “disadvantaged jobseekers”)	Humanitarian migrants; all residents	Not systematically	Aptitude test to receive certificate of accredited training (test is in host-country language)
Slovenia	n/a	n/a	No	n/a
Spain	Mainstream	All migrants	No	n/a
Sweden	Targeted (introduction programme)	Humanitarian migrants	Yes (for registered job seekers)	Public Employment Service creates structured evaluation of knowledge and experience
Switzerland	Targeted	Humanitarian level; others based on canton	Yes	Canton performs a competency assessment to develop integration plan
Türkiye	n/a	n/a	Yes (refugees)	Job and Vocational Counsellors assess using in-person interviews and profiling tools
United Kingdom	Targeted (support to access mainstream measures through Jobcentre Plus)	Resettled refugees; Welcome Hubs may provide some assistance to Hong Kong British Nationals Overseas	No	n/a
United States	Targeted (for refugees); mainstream availability varies by region	Refugees; other eligibility varies by region	Yes (refugees and certain other humanitarian categories)	Methods used by employment specialists vary according to state and locality

Note: n/a = information is not applicable.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Annex Table 5.A.2. Characteristics of publicly available language courses

	Obligatory		Length of Typical Programme	Target language level		Vocational language courses available
	Yes/No	If yes, sanction for non-participation		Yes/No (and level)	Obligation to reach target level prior to naturalisation	
Australia	No	n/a	Eligible until proficiency of Vocational English reached	No	n/a	Yes (SLPET)
Austria	Yes (humanitarian migrants and migrants receiving social benefits/ registered as unemployed)	Reduction or loss of benefits	Generally 240 lessons	Yes (B1)	Yes – humanitarian migrants; precondition of long-term residence	Yes, through Public Employment Service
Belgium (Flanders)	Yes (except labour and some family migrants)	Fine	240 hours	Yes (A2)	Yes. Additionally, CEFR B1 is required for migrants who are not working or studying two years after obtaining civic integration certificate	Yes
Canada	No	n/a	no limit	No, although language is among selection criteria for some migrant classes	CLB/NCLC Level 4 in English or French required for citizenship	Not systematically
Chile	No	n/a	n/a	n/a	n/a	n/a
Colombia	No	n/a	n/a	n/a	n/a	n/a
Croatia	Yes	Sanctions exist but are not enforced	280 hours	No	No	Not systematically
Czech Republic	No	n/a	n/a	Yes (A2)	Yes – precondition for permanent residence	No
Denmark	Yes (for refugees and their family members)	Reduction of benefits	Programme is one year (extendable) for refugees. For others – no predetermined number of hours (within 42 months)	Yes (partner/ spouse reunification; A2 within 9 months) No (all others)	There is a bonus for reaching B1	Yes (municipal level)
Estonia	Yes (for refugees)	Sanction for those receiving subsistence benefit	250 (700 for refugees)	Yes (A2 for prolongation of work permit after 5 years)	B1 is required for long-term residence permit	No
Finland	Yes (for migrants with an integration plan who receive unemployment benefits)	Sanction under unemployment regime	200-300 study days	Yes (B1)	No	Yes

	Obligatory		Length of Typical Programme	Target language level		Vocational language courses available
	Yes/No	If yes, sanction for non-participation		Yes/No (and level)	Obligation to reach target level prior to naturalisation	
France	Yes (with exceptions for some work categories)	Possible non-renewal of visa	200-400 hours	Yes (A1)	A2 is required for long-term residence permit	Not systematically
Germany	Yes (depending on existing knowledge of the German language and for those receiving benefits)	Reduction of benefits	600 hours	Yes (B1)	No	Yes
Greece	Yes (for HELIOS project only)	Dismissal from HELIOS programme	280 hours	For migrants not in HELIOS, free courses are offered to A2	No	No
Iceland	No	n/a	12 hours per week for 6 months	Yes	150 hours of Icelandic must be completed for permanent residence	No
Ireland						
Israel	No	n/a	500 hours	Yes (Level 6 Hebrew is mandatory for academic studies)	No	Yes
Italy	Yes (under Integration Agreement)	possible non-renewal of visa	n/a (migrant is expected to reach A2 within 2 years)	Yes (A2)	Yes (possible extension of integration agreement for a year or removal)	Not systematically
Japan	No	n/a	572 units (refugee programme)	Yes for specially designated skills visas (N4 on JLPT)	Where required, a condition for entry and residence	No
Korea	No	n/a	485 hours	Yes (Basic Korean)	Yes (for permanent residency or citizenship)	No
Latvia	Yes (for migrants in unemployment services)	Loss of unemployment services	Dependent on language level	No	n/a	Yes
Lithuania	Yes (for humanitarian migrants)	Loss of integration support payments	190 hours	Yes (A2)	Yes	No
Luxembourg	No	n/a	120 hours (for social assistance recipients) – 240 hours	Yes (A1)	No	Yes (in pilot phase)

	Obligatory		Length of Typical Programme	Target language level		Vocational language courses available
	Yes/No	If yes, sanction for non-participation		Yes/No (and level)	Obligation to reach target level prior to naturalisation	
Malta	No	n/a	Stage 1: 20 hours Maltese, 20 hours English Stage 2: 50 hours Maltese	Yes (MQF Level 2 – Basic Maltese)	Condition for permanent residence	No
Mexico	No	n/a	n/a	No	n/a	No
Netherlands	Yes (though self-study is permitted)	n/a	n/a	Yes (B1 for most migrants, but a self-reliance route exists that has a target level of A1)	Migrants who do not pass the exam within 3 years may face administrative fine or withdrawal of temporary residence permit, unless they have an asylum permit. Language is also a precondition for permanent residence	Yes (in some cases, not systematically)
New Zealand	No	n/a	dependent on language level	Yes (minimum English level)	English is a precondition for visa (or prepay for lessons)	No
Norway	Yes	For NIP only, reduction in benefits	225 hours (labour migrants)' 18 months-3 years for NIP, based on target level	Yes (level is established based on prior education)	Condition for permanent residence	Yes (municipal level)
Poland	No	n/a	150 hours for migrants with knowledge of Latin alphabet; 200 hours for non-Latin alphabet	Yes (B1)	Condition for long-term EU residency but not always for Polish permanent residency*	Not systematically
Portugal	No	n/a	300 hours (PLA courses)	Yes (A2)	Condition for permanent residence	Yes
Romania	Yes (only refugees enrolled in integration programme)	Attend 50% or loss of financial and accommodation support	6 hours/week for one year	Yes (B1)	No	No
Slovak Republic	No	n/a	n/a	No	n/a	No
Slovenia	No, though tied to assistance for humanitarian migrants	Must attend 80% to receive extension of accommodation assistance	180 hours	Yes (A1)	A1 to extend temporary permit; A2 to receive permanent residence (to take affect 27 April 2023)	Yes
Spain	Yes (for migrants enrolled in state programmes)	Loss of state resources	n/a	No	n/a	n/a

	Obligatory		Length of Typical Programme	Target language level		Vocational language courses available
	Yes/No	If yes, sanction for non-participation		Yes/No (and level)	Obligation to reach target level prior to naturalisation	
Sweden	No, though tied to introduction benefit	Possible loss of introduction benefit	n/a	No	No	Yes, for migrants in introduction programme
Switzerland	Yes (if part of integration plan)	Sanctions are tied to overall integration effort, but include non-issuance or non-renewal of residence permit (B permit)	Specific level is defined in the integration contract	Yes (specific level is defined in the integration contract)	A1 written and A2 oral are required for settled migrant (C permit) status	Yes
Türkiye	No	n/a	n/a	n/a	n/a	n/a
United Kingdom	No	n/a	Dependent on language level (for refugees)	Yes (Entry Level 3 – equivalent to CEFR B1)	n/a	No
United States	No	n/a	n/a	No	Some English is required for citizenship	Yes (in some cases, not systematically)

Note: n/a = information is not applicable; * In Poland, spouses of Polish nationals, people of Polish origin, and humanitarian migrants do not need to prove Polish-language capability for permanent residency.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

Annex Table 5.A.3. Characteristics of public civic integration measures

	Civic Integration Course				Civics Examination for Long-term Residence			
	Obligatory	If Yes Sanction for non-participation	Language of instruction	Hours of instruction	Yes/No	Connection to legal status/sanction	Test offered in other than host-country language	Exceptions
Australia	No (though AMEP covers settlement topics)	n/a	n/a	n/a	No	For permanent residency, migrants are asked to sign a values statement	n/a	n/a
Austria	Yes, if humanitarian migrant or under integration agreement	Completion is tied to receipt of long-term residence	German (with translation available in common languages, i.e. Dari/Farsi, Arabic, English)	8 hours	Yes	Required for long-term residence	No	No
Belgium (Flanders)	Yes (except labour and some family migrants)	Fines from 50-5000 euros	Various languages	60 hours	Yes (2022)	Extension of residence permit to more than 3 months	Yes	labour and some family migrants

	Civic Integration Course				Civics Examination for Long-term Residence			
	Obligatory	If Yes Sanction for non-participation	Language of instruction	Hours of instruction	Yes/No	Connection to legal status/sanction	Test offered in other than host-country language	Exceptions
Canada	No	n/a	Native tongue or simultaneous translation	No systematic rule	No	n/a	n/a	n/a
Chile	n/a	n/a	n/a	n/a	No	n/a	n/a	n/a
Colombia	n/a	n/a	n/a	n/a	No	n/a	n/a	n/a
Croatia	No	n/a	n/a	n/a	No	n/a	n/a	n/a
Czech Republic	Yes (with exceptions for students, investors, Blue Card holders, EU transfers)	Fine of up to CZK 10 000	Czech (interpretation in English, Arabic, French, Mongolian, Russian, Serbian, Spanish, Ukrainian or Vietnamese)	4 hours	No	n/a	n/a	n/a
Denmark	Yes (except self-supporting migrants)	n/a	Danish	Within language training	Yes	Permanent residence	No	Other options exist for permanent residence; exemptions for young children
Estonia	No	n/a	Estonian, English, Russian	5 days (refugees); 1 day (other migrants)	No	n/a	n/a	n/a
Finland	Yes (for those in integration programme)	Yes, under employment statute	Multi-lingual	One-third of the integration year	No	n/a	n/a	n/a
France	Yes (under integration contract)	Possible non-renewal of permit	French (interpretation provided)	4 days	No	n/a	n/a	n/a
Germany	Yes (depending on existing knowledge of the German language and for those receiving benefits)	Reduction of benefits; inability to receive reimbursement for those who contribute	German	100 units (45 min each)	Yes	Reduction of period to naturalisation if passed, reimbursement of migrant contribution to course	No	n/a

	Civic Integration Course				Civics Examination for Long-term Residence			
	Obligatory	If Yes Sanction for non-participation	Language of instruction	Hours of instruction	Yes/No	Connection to legal status/sanction	Test offered in other than host-country language	Exceptions
Greece	Included in HELIOS course	n/a	Initial information and contact available in several languages	80 hours*	No	n/a	n/a	n/a
Iceland	–	–	–	–	No	n/a	n/a	n/a
Ireland								
Israel	No	n/a	n/a	n/a	No	n/a	n/a	n/a
Italy	Yes	Completion is tied to receipt of long-term residence	Italian	10 hours	Yes		–	Educational exemption
Japan	No	No	Japanese, English, French, Burmese	120 units (45 min each) for refugees	No	n/a	n/a	n/a
Korea	No (incentives are given for permanent residency)	No	Korean	30 hours	Yes	Linked to permanent residency	No	n/a
Latvia	No	n/a	Latvian, Russian, English, or through interpreter	20-30 hours for humanitarian migrants; 16-30 for third-country nationals	No	n/a	n/a	n/a
Lithuania	Yes (if under an integration plan)	Reduced benefits	English or through interpreter	40 hours	No	n/a	n/a	n/a
Luxembourg	No	n/a	CAI: Luxembourgish, German, French, English, Portuguese	6 hours	No	n/a	n/a	n/a
Malta	No	n/a	English	Stage 1: 20 hours Stage 2: 120 hours	No (though course is graded)	Certificate of completion is a necessary step to permanent residence	n/a	n/a
Mexico	No	n/a	n/a	n/a	No	n/a	n/a	n/a

	Civic Integration Course				Civics Examination for Long-term Residence			
	Obligatory	If Yes Sanction for non-participation	Language of instruction	Hours of instruction	Yes/No	Connection to legal status/sanction	Test offered in other than host-country language	Exceptions
Netherlands	No (self-study is permitted)	n/a	n/a	Knowledge of Dutch Society is part of the language learning routes	Yes	Fines possible if exam not passed within 3-year integration period; possible refusal of long-term residence permit	No	Individual exceptions possible; migrants from the EU, Liechtenstein, Norway, Iceland, and Switzerland are exempt from integration)
New Zealand	No	n/a	n/a	n/a	No	n/a	n/a	n/a
Norway	Yes (NIP)	Reduction in integration benefit	Many languages available	75 hours	Yes	Required for permanent residence	Yes	No (may be retaken)
Poland	No	n/a	n/a	Depends on individual civic or language measure	No	n/a	n/a	n/a
Portugal	No	n/a	n/a	n/a	No	n/a	n/a	n/a
Romania	Yes (resettled refugee)	Attend 50% or lose financial and accommodation support	Migrant's mother tongue	6 hours/week for 3 months	No	n/a	n/a	n/a
Slovak Republic	No	n/a	n/a	n/a	No	n/a	n/a	n/a
Slovenia	No (but integrated in language course)	No	Slovenian	n/a	No	n/a	n/a	n/a
Spain	Yes (in some cases)	Nonrenewal of permit	–	40 hours	No	n/a	n/a	n/a
Sweden	Yes, if enrolled in introduction programme	Reduction or withdrawal of benefits	Mother tongue or other known language	100 hours	No	n/a	n/a	n/a
Switzerland	Yes (if part of integration plan)	n/a	Varies between cantons	Varies between cantons	No	n/a	n/a	n/a
Türkiye	n/a	n/a	n/a	n/a	No	n/a	n/a	n/a
United Kingdom	No	n/a	n/a	n/a	No	n/a	n/a	n/a
United States	No	n/a	n/a	n/a	No	n/a	n/a	n/a

Note: n/a = information is not applicable; *The Greek HELIOS courses include language, cultural orientation, job readiness, and life skills.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

6. How can governments ensure that migrants participate?

Why is this an issue?

In establishing an integration programme, a government is identifying the characteristics of its residents that it believes are important to the smooth functioning of society. It is also, in many cases, investing significant time and resources in programmes designed to develop these characteristics in its migrant population. A high participation rate is key to justifying this investment. Whether it is key to success in developing the identified characteristics is less clear, but rewards for or obligations to participate are predicated on the assumption that participation is clearly linked to the desired outcome. Without this, there is no reason for the government to care whether migrants take advantage of the benefit being offered or not.

The government has a policy role to play in ensuring that migrants participate. Migrants may have difficulties seeking out and consistently attending introduction courses on their own, and policy levers may be important motivators. Challenges related to access, motivation, and affordability of language training are compounded by the fact that many adult migrants face personal and/or work-related constraints to attend courses regularly at a fixed time of the day, in a particular location, or during a given period of the year. Indeed, according to a survey from 2012,[19] lack of time is self-identified as the main obstacle preventing immigrants from learning the host-country language. Integration policy has to be designed to help migrants overcome these challenges (which can sometimes exist concurrently) and facilitate their ability to fit integration courses into their daily lives.

Countries' attention to increasing participation suggests they have had difficulty with this issue. Inadequate or inappropriate policy levers can even decrease motivation, so governments need to carefully consider the design of such measures. Importantly, this should be done with the country's integration goals in mind. A failure to integrate is often associated with labour market difficulties for the migrant and sometimes inadequate education and employment outcomes for their children. For the majority of countries, the goal is to improve these outcomes, both for the migrants who will likely stay and make a life in their country, and for later generations.

Specific measures are also needed to prevent the perpetuation of unequal outcomes when it comes to migrant integration and labour-market insertion. There is a gendered aspect to childcare and labour force participation rates that should not be forgotten when developing incentives or when considering whether to make participation in introduction measures obligatory. Migrant parents, and particularly immigrant mothers with small children, are likely to encounter specific barriers such as scheduling conflicts. Financial constraints and limited social and extended family networks in the country make them less likely to access childcare or babysitting options compared to the native-born.

How to approach it

Provide the right mix of incentives for participation

While the benefit of participation in introduction measures may seem self-evident to the government, not all migrants will readily recognise the benefit in their own lives. A migrant's time also has implicit costs – in participating in introduction measures, they may be sacrificing opportunities to earn an income and provide for their family, at least in the short term. Migrants who enter with a job offer may be more focused on getting to work than investing in host-country language proficiency. Particularly for refugees, short-term goals may be more focused on physical safety and comfort, in addition to security for their family. Further, motivation levels may be different for migrants for whom migration was forced, rather than planned, and policy approaches need to reflect this potential for difference. To encourage participation in introduction measures, governments must consider how to make these measures attractive, no matter the individual motivation. Migrants, like all other learners, are moved to participate in training when they are aware of the benefits for themselves and for the success of subsequent generations. Courses must also be designed in a way as to add value by providing migrants with relevant skills. This is one reason to evaluate introduction measures and obtain evidence of their effectiveness that can be shared with the migrant population.

In response to the challenge of participation, and with the view that migrants have not acquired sufficient host-country skills in the past, some countries have determined that obligatory participation in integration courses is necessary. Several European countries, including Austria, Belgium, Denmark, France, Germany, the Netherlands, and Norway have adopted integration obligations. Participation is generally framed in terms of a formal signed contract between the receiving country and the immigrant. The policy rests on the assumption that, in the absence of a formal obligation, the investment might not be undertaken or not be sufficient, even if measures were provided free of charge by the host country. There is some evidence to support this – a certain proportion of past immigrants in fact do not possess minimal levels of language proficiency years after arrival.

Although compulsory measures can address past inadequate investment in host-country human capital of certain immigrants, notably language, they also imply that immigrant behaviour is at fault rather than policy or market failure. However, in many cases, the lack of past investment may not have been a consequence of unwillingness or reluctance, but rather of ignorance of the possibilities available, of inconvenient or insufficiently adapted offerings, or because such investment was not expected to yield a sufficient return. A recent investigation conducted for the Danish Ministry of Immigration and Integration found municipalities and languages schools estimate between 50-90% of refugee and family member non-attendance was for legitimate reasons, such as illness (Ankestyrelsen, 2020[38]). Additionally, some categories of migrants may find it more difficult to overcome doubts regarding the benefits of integration than others. This is particularly true for women with childcare obligations. Given that migrant women tend to have lower expected wages (Amo-Agyei, 2020[39]) and bear the burden of childcare, it may not be obvious that the financial incentives to learn or work and use childcare outweigh the barriers.

While there are good reasons to incentivise migrants to learn the host-country language or engage in education or up-skilling, forcing them to attend courses by imposing penalties or sanctions may result in resentment or anxiety and weaken migrants' intrinsic motivation to learn. There is a balance to strike between designing policies that render participation important and acknowledging the importance of freedom of choice for motivation. Rather than assuming that nonparticipation indicates an unwillingness to integrate, countries benefit from seeking to understand the reasoning behind the choice. Moreover, compulsory measures may unintentionally communicate a negative message to the native-born population about migrants, i.e. that if migrants are left to themselves, they will choose not to integrate. This risks encouraging certain attitudes among the native population that may themselves affect the integration motivation of migrants, as well as their labour market outcomes.

Similar challenges exist in the context of integration examinations. Policies punishing the failure to pass a test with the loss of a residence permit, the refusal of authorisation to enter a country for the purpose of family reunification, or a fine may be perceived as posing insurmountable obstacles, cause stress, and crowd out migrants' motivation and chances of success (Krumm and Plutzar, 2008[40]). Where sanctions are imposed, countries need to consider how to mitigate the unintended negative effects where possible. In recognition of the barriers some individuals may face to achieving these targets, Austria, Italy, and the Netherlands offer extensions or exemptions from sanction in certain situations.

Rather than turning toward obligatory measures at the outset of programme design, countries could consider what other incentives they have available in their toolkit. If optional programmes are attractive and well attended, imposing the obligation will often prove unnecessary. Positive, incentive-based policies aimed at enhancing their intrinsic motivation to learn are particularly important where migrants may not otherwise independently take necessary steps to integrate through formal programmes. Even where introduction measures are obligatory, measures to raise awareness with a positive focus on the value added will increase migrants' participation and their investment in successful completion. Awareness campaigns illustrating the merits that integration entails for migrants' prospects on the job market and in society at large are an important tool to communicate this message. Beyond educating migrants regarding the benefits of integration, countries that wish to increase participation must consider which incentives are most effective based on the needs of the population. Migrants with low income and recent arrivals may find it particularly difficult to participate in language programmes that prevent them from pursuing a regular job, as they often require a fixed income to support their family, secure residence rights, and obtain permission for family reunification.

Some countries, most notably in Scandinavia, have taken the approach of providing an individual or family-based "introduction benefit," or financial incentive to prioritise integration as a "first job." This benefit can be combined with obligatory or voluntary measures, or participation may only be obligatory in certain situations (i.e. for job seekers). Making access to financial or social benefits conditional upon regular attendance of language or vocational training may prove effective if the objectives of such training are based on individual needs and are perceived as transparent and manageable by migrants. However, such conditionality should take into account the individual or family situation of the migrant.

Box 6.1. Incentivising participation – the Korean Example

The Korea Immigration and Integration Program (KIIP) was developed to help migrants acquire basic knowledge and information about life in Korea. While an initial law and society orientation course is obligatory for work visa holders, all other components are voluntary. It is free of charge for registered foreigners with legal status to stay in Korea. Migrants who complete the KIIP, which comprises five levels of language in addition to 50 hours of Understanding Korean Society, receive additional points when applying for a points-system-based residential status. Additionally, long-term residents, certain working visit and non-professional employment visa holders, and spouses of Korean citizens applying for permanent resident receive an exemption from the requirement of proving Korean fluency. When applying for naturalisation, participation in the KIIP programme permits an exemption from the naturalisation written test and interview. Those migrants who complete the intensive course are eligible for reduced waiting time for a naturalisation evaluation. Success in the course is evaluated by an examination, but there are no sanctions for failure to pass. Participation in the KIIP has increased steadily since 2009, reaching 41 500 migrants in 2017.

Additionally, Korea offers an International Marriage Guidance Program for Korean nationals with a foreign spouse. After arrival, foreign spouses may attend an Initial Adjustment Support Program (IASP) to receive basic knowledge on Korean law and living information. It is recommended that Korean spouses also attend. There is no legal requirement to attend IASP, yet the couple is given incentives for attending before registering the spouse as a foreigner in Korea. In FY 2019, 51 354 migrants participated in the programme. The number was 6 620 in 2020, before the programme was suspended due to COVID-19.

Another positive way to enhance migrants' motivation to participate is to link completion of integration programmes or the obtention of a certain language level to tangible incentives or rewards, such as more rapid access to residence or citizenship, as is the case in Austria, Denmark, Finland, Germany, and Switzerland. Korea offers additional points on residency applications (Box 6.1). Some countries, such as Sweden and Denmark have experimented with performance-based rewards in the form of bonus payments to successful learners and/or their municipalities.[20] While the Danish scheme is fairly recent and has not been evaluated, an assessment of the Swedish bonus scheme suggested that the latter had only a limited effect on student performance outside of metropolitan areas (Åslund and Engdahl, 2012[41]), and it was discontinued. In Israel, seniority can be earned in public sector positions upon completion of Hebrew courses (Ministry of Aliyah and Integration, 2019[42]).

Once enrolled in training, incentives must be set to keep learners motivated. Some countries offer reimbursement of course costs if a certain level is reached within a specified time. For example, Austria reimburses 50% of course costs for migrants able to certify A2-level German within 18 months. These types of incentives also recognise the trade-off migrants are making when committing to courses. Immigrants who are enrolled in full-time language programmes have often no time to work or look for a job. As a consequence, labour market integration is delayed and lock-in effects are likely, as employers tend to penalise candidates with long absences from the labour market. "Socially useful work" schemes like that in Denmark, have been implemented as one way to help individuals gain work experience while building other skills. These may appear to be attractive solutions in the short term, as migrants are able to perform, according to their ability, volunteer or socially useful work in exchange for social benefits. However, they may have the unintended consequence of delaying real integration, as migrants working in these schemes may have less opportunity to invest in upskilling and language learning. Finding a balance is essential to help migrants succeed.

Take steps to achieve equal opportunity for migrants with concurrent obligations, particularly women with childcare responsibilities

Like native-born adults, adult new arrivals have a wide range of responsibilities. Recognising that integration, even when an obligation, is but one of many demands on a migrant's time allows policy makers to prioritise flexibility and fairness to help migrants meet their goals. Policy makers should also understand that a break in participation may not reflect an unwillingness to integrate, but rather be tied to a concurrent obligation or challenge, such as child or elderly care, illness, or the need to support a family.

In order to be effective, programme designers must anticipate, monitor, and respond to a wide range of potential obstacles. Some migrant groups are particularly affected by rigid training schedules and inaccessible locations. The setting of courses needs to be chosen carefully. Preferably, the location is well known by learners, easily accessible, and well equipped for learning. Options include community centres, libraries, immigrant associations, or the school of learners' children. While vocational and higher education institutions may be attractive locations for students and labour migrants, they may not necessarily be the most accessible and inviting locations for some family migrants and low-income learners. Canada has introduced place-based learning in certain circumstances (i.e. learning can be organised at home if migrants feel more comfortable).

Migrants pursuing educational opportunities may benefit most from part-time, evening, or weekend language courses, but 'on-the-job' training is usually the most attractive option for working migrants. Wherever 'on-the-job' training is not available, language programmes should be sufficiently flexible to allow immigrants to work on the side. If full-time formats are the only available option, courses should not surpass a critical number of hours beyond which there is no additional impact on the employment prospects of immigrants. To supplement course hours in a flexible way, several countries have recently boosted their online offerings for introduction measures, particularly civics and language courses. Information and Communication Technologies (ICT)-based learning programmes typically target young people and the tertiary educated, who tend to be more digitally literate, but can reach other groups if the tools are simple and straightforward (OECD, 2021[10]). Although some countries have expressed hesitancy toward replacing in-person courses with online programmes, this transition was hastened by the onset of the COVID-19 pandemic. ICT tools are not without downsides, particularly for migrants with low digital literacy and access, but online programmes are likely to become a permanent offering in many OECD and EU countries, as these tools have proven to be an attractive option for large groups of migrants (see Box 6.2).

To facilitate migrants' ability to reconcile integration courses with daily life constraints, countries ideally offer a multitude of different learning formats (Annex Table 6.A.1). Australia, Canada and New Zealand offer a flexible set of language training options, usually including part-time, evening, and weekend courses, as well as distance and ICT-based learning, one-on-one tutoring, free child-care, transportation subsidies, and continuous intake to avoid long waiting lists. Migrants who cannot attend classroom-based formats (e.g. because of shift work, illness or lack of local courses, transportation, or child-care) are offered free one-on-one lessons for a few hours per week with a trained instructor or community volunteer.

Many countries are specifically concerned with increasing participation of immigrant women, particularly those with childcare responsibilities.[21] Studies have found that not only do women bear a greater childcare burden than men, but they are also less likely to develop the networks with host-country natives who might help them look for work or assist with child care (*e.g.* (Brücker et al., 2020[43]). In response, several countries now provide courses targeted toward women or mothers. The benefit of gender homogenous courses is subject to debate, particularly when considering social integration. A number of countries avoid such courses out of concern that they send a negative signal regarding gender equality. Other countries have taken the opposite stance based on the view, for which there is some evidence, that this approach increases female participation.[22] Finland, Greece, and Italy offer a number of courses only for women, but these cover only a small share of the total. Germany provides a Women's course in which the curriculum is also taught exclusively by women. Canada launched the Racialised Newcomer Women Pilot in 2018 to deliver targeted settlement services and improve employment outcomes by addressing the barriers faced by this group. France has launched an action plan to mobilise integration actors at both the national and local level to improve the participation of women through greater dissemination of information and accompaniment in employment procedures.

Box 6.2. Adaptive measures in response to COVID-19 can be expected to be made permanent

Pausing courses can have significant downsides for learners, causing backsliding in the learning trajectory and further delaying integration in the workforce. For this reason, during initial lockdowns due to the COVID-19 pandemic, countries sought to adapt to ensure continuity of integration. Online programmes, while not suitable for every migrant, proved an attractive solution, enabling countries to mitigate delays in service provision while keeping both students and teachers safe.

Digital tools for language were already in place in a majority of countries, to some extent. Portugal offers an online Platform for Learning Portuguese, and France has collected a variety of online courses and applications. Finland used digital classrooms to reach migrants in sparsely populated areas. In Canada, learners may follow an online or correspondence course, Language Instruction for Newcomers to Canada (LINC) Home Study/Cours de langue pour les immigrants au Canada (CLIC) en ligne. Canada has since extended and supplemented online offerings, including through a Moodle (Avenue.ca). Many other countries took action during 2020 to intensify digital offerings and increase availability. Australia provided online orientation content and remote access support for its humanitarian programme and increased flexible delivery modes for AMEP tuition (including online courses, self-paced learning and mailing of paper-based materials). Belgium (Flanders) and Croatia brought their civic integration courses online, and Germany's Migration Advice Service for Adult Immigrants (MBE) expanded use of a migration counselling app (mbeon). Italy and the UK created digital classrooms, and Latvia moved social worker services and mentor communications to WhatsApp, Facebook and Zoom.

Beyond enabling online programmes, other countries introduced adapted measures that allowed some in-person interaction. The Swiss "COVID-19 Special Situation Ordinance" prohibited face-to-face courses beginning 2 November 2020, but an exception was made for courses up to Level A2 for those learners unable to participate in online education due to very low language level or lack of digital literacy or connectivity. Group sizes were limited to 15 people. Additional innovations, such as Cours de français au parc (French language teaching in the park) in Geneva, emerged as ways to maintain social engagement and language training for the vulnerable while adhering to safety protocols. At the same time, financing was adapted to allow cantons to use federal funding to acquire computer equipment that could be lent to learners studying remotely.

The duration of COVID-19-related restrictions has led to a substantial amount of uncertainty. Programmes that were introduced as stopgap measures have in many cases already lasted longer than initially foreseen. Further extensions may be necessary. In addition, in many countries, online measures implemented due to the pandemic have proven popular among migrants. Countries have found that these programmes often cost less than in-person offerings, though progress may be slower. Korea has indicated a preference for face-to-face courses for language education, and previously allowed exceptions only in the case of unavoidable circumstances or restrictions. However, KIIP courses were brought online during the pandemic for all participants, and Korea is considering a hybrid model in the future. Israel will keep the digital services they developed online after the pandemic. Belgium (Flanders) has also included online offerings in renewed integration regulations to be implemented in 2022. Poland will maintain online and phone counselling services. Latvia will use remote communications in the future for migrants who are hospitalised or in quarantine. In the United States, many agencies noted the effectiveness of online offerings at reaching an increased number of migrant women and will likely continue these programmes.

In practice, where they exist, courses specifically for women are still the exception rather than the rule. Some countries have innovated by organising language training at childcare facilities, or by allowing mothers and children to learn together, which also solves the issue of free and accessible childcare during the course. Austria, Estonia, Germany, Iceland, and Italy are among the countries that have introduced integration activities for mothers to participate alongside their children. The City of Vienna, Austria reported

that over 8 000 women participated in its “Mom Learns German” programme between 2006 and 2017. One promising alternative to gender-specific courses are courses that target the barriers faced disproportionally by women. Courses such as Germany’s courses for parents, designed to accommodate for childcare obligations and inform about child-specific issues, are one such example. While most participants are women (90% in 2019) and gender-specific needs may be addressed, they are not framed as gender-separated courses. Croatia’s New Neighbors project assesses the needs of parents and organises events accordingly, encouraging socialisation and providing counselling on topics relevant to school and childcare. Most participants are women.

In several countries, migrants have access to the same public preschool options as the native born. This is the case for migrants in Denmark, Greece, and Lithuania who are no longer residing in reception centres. In Norway, children of immigrants also have the same rights to child care and public education as other residents. Children of migrants access public schooling in Israel beginning at age three. Migrants also access the same measures as the native-born in Luxembourg and in certain cantons of Switzerland. Countries should not overlook the need to inform migrants of the availability of this childcare. Children of immigrants are underrepresented in early childhood education and care, although this participation gap is decreasing (OECD, 2021[44]). Access to mainstream care programmes for migrant children both relieves the burden on parents and can create community and learning links to the host country for the children.

While childcare is particularly important for increased participation, it may also be that family obligations necessitate breaks in participation. Many migrant families have children in the first year after arrival. Refugees in particular tend to have high fertility after arrival (Liebig and Tronstad, 2018[20]), partly as a result of delayed or catch-up fertility due to the chronically precarious lives before obtention of the refugee status. Countries must take steps to ensure that it is easy to return to learning after pauses such as parental leave, so that migrants do not abandon their integration goals. This will likely require counselling prior to the leave period, as well as some periodic communication with the migrant before the end of leave. Models for such parental leave “off-ramping” and “on-ramping” are plentiful in the private sector, which has dedicated substantial attention to retention of women with children in corporate careers and noted the importance of forward planning, check-ins, and flexibility.[23]

Ensure physical integration needs are not a barrier to successful economic and social integration

Particularly for vulnerable populations, including refugees, housing and health-related measures frequently take priority on the integration pathway. Prioritisation of basic needs before civic integration is a sound investment on the part of governments, because meeting these needs removes the barriers to integration erected by poor health, housing insecurity, or an inability to access basic services.

Housing and dispersal policies

It is widely understood that stays in reception centres should be minimised for humanitarian migrants to increase stability and security. But humanitarian migrants are often unable to transition overnight to housing independence on an equal footing to natives and thus require additional supports. For all migrants, affordable housing options are essential, as housing costs have risen consistently in OECD countries since 2010. New arrivals tend to, where given choice, move to areas with a high concentration of individuals from the same origin country. There are certain initial advantages to this choice, including in some cases more rapid employment. Disadvantages include delayed familiarity with the host-country language and its institutions.

To avoid segregation and crowding, policy makers need to carefully consider the location of housing choices. Additionally, in the European Union, migrants are more likely to live in an overcrowded household, and around 25% of non-EU migrants struggle to meet housing expenses (compared to 19% of migrants from EU member states and 9 percent for the native born) (Eurostat, 2020[45]). The urban-rural gap, already

wide, is an increasing issue. For urban households at risk of poverty, approximately 40% of disposable income is now going to housing expenses. At the same time, dispersal has proved a challenging strategy. Two-thirds of OECD countries have dispersal policies in place for certain humanitarian migrants (asylees or refugees, and occasionally both), but few have specific policies for economic migrants. Australia, Canada, and New Zealand all give incentives to economic migrants who will live outside large urban centres. Korea has eased restrictions on the maximum share of foreign workers for manufacturing companies located outside metropolitan areas. Accommodation away from urban areas can be made more attractive, but may be infeasible for other reasons. To create economies of scale, many countries concentrate integration courses in urban areas. This, combined with greater job opportunities and the location of existing migrant communities, decreases possibilities for migrants who may otherwise relocate to less expensive residential areas and small towns.

Across the OECD, there are wide differences in the functioning of the housing market and the scale and scope for policy action. Humanitarian migrants are most likely to receive subsidies and targeted advice, often when part of a reception programme that assists in a transition from a reception centre to independent housing. The Netherlands runs “facilitation days” to provide housing counselling, and Belgium provides legal, financial, and linguistic assistance in addition to help with the housing search. About a dozen OECD and EU countries (Australia, Austria, Belgium, Canada, the Czech Republic, Denmark, Germany, Lithuania, New Zealand, Norway and Slovenia) have specific loan or financial support schemes for refugees. However, programmes providing temporary, targeted housing support remain the exception to the rule. Housing measures that extend into the longer term are even rarer, but exist in the Netherlands (where housing is assigned), Poland, and Sweden. In Italy and Romania, humanitarian migrants have access to the same rights as citizens once granted protection.

Where housing shortages prevail, governments, and in some cases non-profits, have created social housing and inclusionary zoning solutions.[24] France has implemented a social housing minimum quota of 20% in every municipality in urban areas. Failure to comply results in a fine. Likewise, some German cities have a social quota in place for land use allocation. An alternative approach is providing financial support for migrants in need to access the private housing market. This can be done through housing allowance schemes (including voucher-based systems such as those for low-income households in the United States) and other financial support systems for disadvantaged groups. Most OECD countries have supports for low-income households for which immigrant households are generally eligible.

In the majority of OECD countries, permanent residents tend to have the same formal access to public housing as the native-born. However, there are obstacles for immigrants to get into social housing shortly after arrival. Measures specifically targeting non-humanitarian migrants are rare, though providing such support could prove a worthwhile investment where migrants are likely to stay over the long term. Some countries have long waiting lists (e.g. Belgium, Canada) or require applicants to have lived a minimum amount of time in the region or country (e.g. New Zealand, some municipalities in Norway). Immigrants also face difficulties meeting other requirements such the need for language skills as in Belgium (Flanders). Studies indicate a higher risk of social exclusion and deprivation compared to the rest of the population due to insufficient housing supply, landlord and realtor discrimination, and high levels of informality. Even loan conditions for recent arrivals tend to be less favourable as they lack a credit history. Only a few countries have specific policies or monitoring mechanisms to combat housing discrimination, an issue that can particularly affect migrants and that appears to be particularly under-evaluated in Europe. In the United States, the Fair Housing Act guarantees legal protection to specific groups that are at risk of discrimination (including due to national origin). To enforce the act, “Fair Housing Testers” gather information about discriminatory housing practices across the United States.

Overall, better data collection is needed on migrants and housing, in part so that countries can also examine more carefully the important – and largely unanswered – question of how long the transition from assisted to independent housing should take, using true, durable self-sufficiency (defined as being not dependent on social transfers) as the goal.

Transportation

Another physical barrier to participation in introduction measures may be both longer-lasting and impact a greater number of migrants: transportation to the integration classroom. This is especially relevant where migrants live in geographically diffuse regions, or where courses are only held in a limited number of locations. Countries might consider transportation subsidies for those migrants who are not able to access online courses but have distance-related challenges. Australia, Canada, Denmark, Finland, Romania, and Sweden have systematically enacted such a measure. Examples of programmes that noted the importance of transportation subsidies to increase participation include the Calgary Immigrant Women's Association in Canada, funded by IRCC as well as Canada's Skills Link programme and Employment and Social Development Canada, which provides settlement services and links refugee and immigrant women to employment opportunities. In the United States, transportation is an allowable expense for resettlement agencies working with refugees. Because resettlement funding is given as a lump sum, some organisations have undertaken special arrangements with the private sector to offset transportation expenses. In Tennessee (US), the Refugee Congress collaborates with Enterprise Rental Cars to help refugees travel to language classes, medical appointments, and getting to work. Germany provides subsidies directly to migrants for those who qualify for fee exemptions for its language courses. In Norway, municipalities will cover the costs of Norwegian drivers' licenses (approximately NOK 30 000 or EUR 2 963) for migrants in its integration programme. Other countries may reduce this barrier through other means; for example, public transportation is free of charge to everyone in Luxembourg (Annex Table 6.A.1).

Physical and Mental Health

Another major physical barrier to integration is the need for health care. Migrants who have experienced trauma, especially refugees, may need psychosocial care to deal with that trauma. Research from Australia indicates that low mental health[25] reduces the probably of employment in refugees by 14%. Migrants with poor mental health are also more likely to work low-quality jobs (reduced labour income by 27%) (Dang, Trinh and Verme, 2021[46]). In addition, there is evidence of negative externalities on the family, including school performance of the migrant's children. The effects are weaker for migrants who receive government benefits, indicating that government support programmes are helping.

Health integration measures may particularly benefit migrants receiving humanitarian protection, but other categories of migrants should not be ignored. All migrants need access to preventative care to lead healthy lives, and many will face psychosocial challenges associated with migration. Where the right to health care exists, barriers to attainment should be reduced. Integration policy makers need to work to ensure that this right is clearly explained to the migrant population and to the health care professionals with whom they will interact. Few countries, among them France, Italy, the Netherlands, and Sweden, provide information about migrant-specific entitlements to health care providers. Lithuania proposed the addition of intercultural training for health care professionals in its 2018-20 Action Plan on the Integration of Foreigners into Lithuanian Society. Factors such as whether migrants can receive time off from work or courses to access care are relevant, in addition to whether migrants receive information about how to access screening and treatment in the host country. In the European Union, a minority of countries systematically provide refugees with information about entitlements and use of services. Only Finland, France, Spain, Latvia, the Netherlands, and Romania provide for individualised face-to-face information on a systematic basis. In Sweden, health communicators exist in most regions. Services are sometimes provided face-to-face and in the migrant's native language, though this is not available in every region. Additionally, the booklet, "About Sweden," includes a chapter on entitlements and the use of health services. A similar chapter exists in "Handbook Germany," which explains the differences in health care entitlement based on migration status and duration of stay. Portugal published a technical guide to help migrants access health care as part of its response to COVID-19.

Translation and Interpretation

Connected to the issue of communication about rights (and responsibilities) is the question of language access. For those who have not yet reached host-country language provision, explanation of services, benefits, and integration obligations should wherever possible be available in the mother tongue so that migrants may access them as efficiently as possible. Communication in a migrant's first language builds trust and reduces the possibility for miscommunication regarding requirements. Most OECD and EU countries provide translation and interpretation within the context of their introduction measures, but such a service should ideally be systematic to minimise gaps that may erect barriers to integration. In the United States, Title VI of the Civil Rights Act and follow-on executive orders mandate language access for anyone receiving federal support, even indirectly. Australia has similar requirements for interpretation services. In 2022, Norway implemented a new Interpreting Act to regulate the provision of qualified interpretation by all public bodies and to impose a duty to use an interpreter when needed. However, at the moment, interpretation is only consistently offered at the initial screening, which may not adequately meet the needs of migrants within the career guidance programme. Portugal provides a telephone translation service freely available throughout the country that can be used by public entities and individuals for simultaneous interpretation in 60 languages.

Annex 6.A. Additional information on fringe support

Annex Table 6.A.1. Supports for migrants participating in introduction measures

	Childcare Provided	Evening/Weekend Courses	Online Offerings	Translation/ Interpretation Services	Transportation Subsidies
Australia	Yes	Yes	Yes	Yes	Yes
Austria	Yes (for language courses)	Yes	Yes	Yes	–
Belgium (Flanders)	No*	Yes	Yes	Yes	No
Canada	Yes	Yes, for language courses. Service providers are generally encouraged to offer flexible delivery models.	Yes	Yes	Yes
Chile	No	No	No	No	No
Colombia	Yes	No	Yes	n/a	No
Croatia	Mainstream public child care services available	Yes	Yes (initiated due to COVID-19)	Yes	No
Czech Republic	Yes	Yes	Yes (not for obligatory Adaptation and Integration Course)	No	No
Denmark	Yes, in reception centres. In municipalities, migrants access ordinary Danish childcare	Yes, for language courses	Yes	Yes	Yes (municipal level)
Estonia	Yes	Yes	Yes (language)	Responsibility of service provider	Yes
Finland	Not systematically	No	Yes	Yes	Yes
France	Yes	Yes	Yes	Yes	–
Germany	Yes, though migrants in vocational language courses should apply for local services first	Yes	Yes	Yes	Yes, if eligible for payment exemptions for courses

	Childcare Provided	Evening/Weekend Courses	Online Offerings	Translation/ Interpretation Services	Transportation Subsidies
Greece	Yes, in reception centres. In municipalities, children attend ordinary nursery school	No	No	Yes	No
Iceland	Children of migrants access public kindergarten	No	No	Not systematically	No
Ireland					
Israel	Children of migrants access public school beginning at age 3	Yes	Yes	Yes	Yes, in some cases
Italy	Yes, on local level	Yes, on local level	Yes (initiated due to COVID-19)	Yes, if in reception centre	Yes, if in reception centre
Japan	No	No	Yes	Yes	No
Korea	No	Yes (weekend options)	Yes (with justification)	No	No
Latvia	Yes	Yes	Yes (initiated due to COVID-19)	Yes	No
Lithuania	Yes, in reception centres. In municipalities, children attend ordinary nursery school	Yes	Yes	Yes	No
Luxembourg	Migrants can access the same measures as all residents.	Yes	Yes	Yes, but not systematically	Public transportation is free of charge in Luxembourg
Mexico	No*	No	No	Yes	No
Netherlands	Reimbursement of costs allowed	Varies by municipality	Yes	Varies by municipality	Varies by municipality
New Zealand	Yes (onsite during reception programme)	Yes	Yes	Yes	No
Norway	Yes, on local level	Yes, on local level	Yes, on local level	Yes	Yes, on local level
Poland	No	Not systematically (local options)	No	No	No
Portugal	Yes	Yes	Yes	Yes	–
Romania	Yes	Yes (evening options)	Yes	Yes	Yes
Slovak Republic	No	No	Yes	No	No
Slovenia	Yes	No	Yes, in specific cases	No	No
Spain	No	Yes, but not systematically	No	Yes	Not systematically
Sweden	Yes	Yes	Yes	Yes	Yes
Switzerland	Varies by canton	Varies by canton	Varies by canton, though federal support exists	Varies by canton	Varies by canton
Türkiye	n/a	n/a	n/a	n/a	n/a

	Childcare Provided	Evening/Weekend Courses	Online Offerings	Translation/ Interpretation Services	Transportation Subsidies
United Kingdom	Yes for refugees and under English for Integration Fund courses	Yes for EFIF, possible on local level	Yes (initiated due to COVID-19)	Yes, but not systematically	No
United States	Yes, for migrants receiving Office of Refugee Resettlement assistance	Yes	Yes, on local level	Yes	Yes, for migrants receiving Office of Refugee Resettlement assistance

Note: n/a = information is not applicable. A measure in Belgium (Flanders) to help pay for child care and transportation ended on 01 January 2022.
In Mexico, childcare spaces are available in the offices of COMAR for children accompanying applicants initiating recognition procedures.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

7. How can different stakeholders interact to achieve the objective of migrant integration?

Why is this an issue?

A wide range of stakeholders – including migrants, local and national governments, and civil society – have an interest in the successful integration of migrants. There is, however, no consensus on how these stakeholders should interact to create a coherent integration system. Countries take a variety of approaches to organising the main responsibility for integration. There are practical reasons for this, related to the size of the government, budgets, or the legal division of responsibility across levels of government. Even the goals of government often diverge at different levels. National governments may be motivated by a philosophy of citizenship and the need to present the electorate with a coherent narrative of a functioning immigration system, whereas local governments tend to focus on the day-to-day practical needs of migrants and the smooth functioning of their locality (Gebhardt, 2015[14]). The goals a state chooses to emphasise may drive organisational choices. Because there are different ways of organising, there are also different co-ordination concerns that need to be considered to avoid inefficiencies in service delivery.

An increasing number of countries emphasise placing responsibility for implementation of integration measures with local and regional authorities, civil society, and social partners. In some countries, such as Denmark and the United States, municipal-level management of introduction measures is longstanding. Recognising the fact that integration happens within the migrant's community, and thus carrying out integration on a local level may be one way to improve migrant outcomes. Municipalities are well-placed to understand their local labour market and the characteristics of local programme participants. They have also proved capable of have achieving successful results with different strategies: some emphasise language training while others focus almost exclusively on on-the-job training (Djuve et al., 2017[47]). Several countries have furthered the trend toward municipal (or regional) responsibility for integration efforts in recent years, even where the national government is the primary funding source. In Italy, the Ministry of Education funds more than 500 Provincial Adult Education Centres that have long been host to basic literacy and Italian courses. Since integration legislation in 2009 imposed a language requirement, the Ministry of Interior, which organises the language tests, has also provided support to these centres. In Spain, the national level is active only in state-owned facilities and involved via state funding. Determinations as to provision of integration support lie with NGOs or regional governments. In Norway, municipalities design, deliver, and monitor the integration programme. Municipalities also have responsibility for co-ordinating activities provided by other involved actors, including the county, the Norwegian Labour and Welfare Administration (NAV), private and non-profit organisations, and other public organisations.

Not every country agrees, however, that the local government should bear responsibility for integration. Cities may be best positioned to understand the needs of new arrivals, but local/municipal autonomy can

create challenges, including major disparities in content and availability nationwide. Past reports in Norway highlighted the challenges some municipalities faced with implementation. For instance, despite having over a decade of experience, some municipalities are not able to meet a number of the core programme requirements. A recent survey from 33 municipalities suggests that about one out of ten refugees in the Norwegian Integration Programme did not have an individual integration plan as required by the law (Tronstad, 2019[48]).

Indeed, in certain countries, the trend has been rather one of increased central monitoring and organisation of introduction measures. The central government has a role to play in standard-setting and is often better placed to support the integration trajectory of migrants by protecting their rights and ensuring consistency of the integration offering throughout the country (Hernes, 2021[49]). National governments take the co-ordination and implementation lead in Australia, Austria, Japan, Lithuania, Mexico, and Slovenia, among others.

Further, while various levels of government have a role to play in integration, there may be situations where the government is not the most efficient actor. There may be issues of trust to overcome. There may also be areas in which the private sector or other non-traditional actors could operate more flexibly and creatively than the state. In Germany, Italy, and the United States, centres for adult education are active in the provision of language courses. Interactions within the community and with community organisations will affect how migrants internalise the message of civic integration. In Poland and Spain, civil society plays an important role. In late 2019, the Polish Foundation “Okno na Wschód” created a Centre for Supporting Foreigners, which, in addition to organising Polish language courses, also provides broader integration advice. This sector has also proved fruitful ground for encouraging migrants to voice concerns, share experiences, and work toward integration solutions. Measures taken to encourage the community to take an active role can create a sense of belonging and also affect the community’s view of migrants.

Regardless of where primary responsibility for integration is located, consultation and co-ordination are important to ensure the effective implementation of the programmes designed to serve the migrant population. In many OECD and EU countries to date, while multiple stakeholders are involved in integration, there is often little to no co-ordination between them, which may lead to overlap in certain areas and under-coverage in others. Often, different integration and employment actors fund, independently advertise, and develop their own criteria for their own courses. Complex parallel integration tracks for different categories of migrants also creates potential for confusion on the implementation side. The result is such that – even where appropriate courses exist – potential learners may not be informed or eligible.

An integration system that engages a wide array of stakeholders may increase expertise, but can increase co-ordination challenges – particularly around clarity of responsibility and cohesiveness of integration objectives. This can be observed clearly in the realm of language learning. Whereas regular language training is often funded by municipalities or agencies under the auspices of the Ministry of Interior or Home Affairs, training that is geared to the labour market is commonly financed by the public employment service. Vocational training is frequently offered by a diffuse set of actors and funded by stakeholders with different objectives. These providers may lack accredited teachers and their own curricula. Language training providers, in turn, regularly lack expertise in relevant job sectors (Pöyhönen and Tarnanen, 2015[50]). Should responsibility or objectives become too fractured, integration measures risk falling short of their goals. In these cases, both over-provision and under-provision of integration services are potential outcomes. Effective co-ordination mechanisms can reduce these inefficiencies.

How to approach it

Engage in whole-of-government co-ordination

Co-ordinate across levels of government

Where a country has chosen to delegate responsibility for integration across multiple levels of government, transparent and regular co-ordination will be required between the national, regional, and local level. Greater co-operation helps to avoid overlap and gaps in programming, and to ensure common standards across the country. Good co-ordination enables governments to emphasise the strengths of various actors at different governmental levels and to allocate resources more efficiently. This can have a direct impact on language and employment outcomes, as was recently observed in Finland (Sarvimäki and Hämäläinen, 2010[51])and Italy (OECD, 2014[52]).

In a decentralised system, national governments face the challenge of encouraging effective co-operation of all municipalities where migrants are located, not only those with large concentrations of migrants. Smaller municipalities may have less funding and/or expertise in dealing with migrants. To help municipalities understand how to co-ordinate programmes more effectively, Norway's Directorate of Integration and Diversity (IMDi) and NAV developed a guide specifying ways to improve co-operation, suggesting written co-operation agreements and routines, interdisciplinary teams with clear division of responsibilities and interdepartmental meetings. It provides concrete examples of specific tasks where co-operation is appropriate (IMDi and NAV, 2021[53]). In Switzerland, where cantons are the main implementers and key actors in integration policy, the federal government has taken a different approach to incentivise co-operation with its national plan, creating a fund of money that can only be accessed if stakeholders sign onto the integration plan.[26] This recognises the fiscal pressure placed on localities but reinforces the importance of the national vision for integration.

The Dutch state structure is strongly decentralised, and in the past, integration offerings were largely left to the competences of the private sector. However, there was recognition that integration was taking too long and discouraging individual migrants from achieving their potential, especially in language. With the 2021 Civic Integration Act, the government seeks to delineate municipal responsibility for the supervision of new arrivals more clearly. While the Ministry of Social Affairs and Employment leads the governance of migrant integration, civic integration exams are co-ordinated by the Institute for the Implementation of Education, and the Ministry of Education. Under the new Act, municipalities have taken on an even greater number of tasks, with responsibility for housing, asylum shelters, social assistance, employment services and education in addition to implementation of three civic integration (and language) paths. This represents a significant shift from the largely market-driven private sector integration offerings that have been previously available.

Box 7.1. Increasing capacity and co-ordination in Colombia

In Colombia, Barranquilla's Centro de Integración Local Para Migrantes and Centro de Oportunidades have co-ordinated with the Grupo Interagencial sobre Flujos Migratorios Mixtos (Interagency Group on Mixed Migratory Flows) since 2016. In 2018, to meet the needs of an increased number of Venezuelan migrants, particularly those with health needs and expectant mothers, the federal government empowered the Gerencia de Frontera de Presidencia de la Republica (Border Management of the Presidency of the Republic) to intervene in areas where capacity had been exceeded. Migración Colombia, Border Management and the Barranquilla Integration Centre established a co-ordination board (mesa de co-ordinación migratoria) to improve services. The hope is to provide services from all relevant ministries, including Education and Culture, within this regional centres, of which Border Management now supports eight. Migratory co-ordination boards bring together state entities at the national, regional, and local level, together with the International Organization for Migration (IOM) and US Agency for International Development (USAID), to follow-up on the government's response to increased migration flows. They address any integration challenges and identify necessary complementary actions to be taken.

In 2021, the Colombian Government took steps to institutionalise co-ordination through the creation of la Oficina para la Atención e Integración Socioeconómica de la Población Migrante (Office for the Attention and Socio-economic Integration of the Migrant Population). This new office is charged with co-ordinating the competent authorities at the national and local levels in implementation of strategies and policies for the socio-economic and productive integration of migrants and their communities.

In some cases, integration begins organically at the local level, but as needs of migrants grow more complex, or as numbers increase, some national support, with the accompanying broader perspective, can prove indispensable (Box 7.1). The central government has distinct advantages as it has greater capacity for close co-ordination and collaboration to address the challenges of access and gaps in programming (Hernes, 2021[49]). While the shift toward thinking about the needs of migrants on the ground is important, most countries with a comprehensive integration strategy have implemented national oversight. In Denmark, municipalities previously had considerable autonomy with respect to the actual content of the Introduction Programme. In response to large numbers of refugee arrivals, the government revised the scope, length and content of the existing integration programme in July 2016, including easing administrative obstacles for municipalities and strengthening the central subsidies to the municipalities. Sweden issued a set of changes to their integration system in 2010. The state, via the Swedish Employment Service, overtook the responsibility for the co-ordination of introduction measures from the municipalities with the intention of clarifying agency responsibility and increasing transparency to speed integration. Further changes were made in 2018 to reduce detailed legal controls and make the introduction process more similar to that of other job seekers. Responsibility for the introduction benefit was transferred from the Employment Service to the Social Insurance Agency (Andersson, Lanninger and Sundström, 2018[54]; Riksrevisionen, 2020[55]).

Supranational bodies may also participate in integration, supplementing the activities of national and local governments. In several Europe countries, the European Union has an important funding role, for instance through AMIF or the EU Cohesion Action Fund for Refugees in Europe (CARE), which was created to support integration of Ukrainian migrants. Implementation of the funds may be under shared management. While competence on integration lies primarily with the countries, the EU may establish measures to provide incentives and support for EU members to promote integration. The EU is particularly focused on

fostering experience sharing on those issues being faced by many of its member states and on co-ordinating actions where relevant. (Box 7.2).

Whatever the division of responsibility, authorities, service-providers, and experts should meet regularly to inform each other about existing course formats, discuss possible synergies, and pool together all available financial and human resources to develop a more diverse, adaptable and transparent offer.

Box 7.2. European Union Support for Member States in Co-ordinating Integration

On 24 November 2020, the European Commission came out with an action plan on integration and inclusion, built on the experience gained from the COVID-19 pandemic and the 2020 EU pact on migration and asylum. The European Commission plays an important role in supporting integration through funding, developing guidance, and fostering partnerships, and this framework is intended to support member states seeking to benefit from the strengths and skills of migrants by helping them update and implement national strategies.

Unlike earlier plans, the EU Action Plan on the Integration and Inclusion (2021-27) covers not only third country nationals, but also EU citizens with migrant background. Notably, however, there is no definitive statement regarding coverage for migrants without legal status. The action plan seeks to enhance migrants' active participation in society via both short-term and long-term integration plans. Key priorities shaping the actions in the plan are inclusion for all, targeted support where needed, the mainstreaming of gender and anti-discrimination priorities, and multi-stakeholder partnerships. The increased use of digital tools is prioritised as a way to increase the reach of introduction measures, particularly given pandemic-related restrictive measures. The EU specifically emphasises co-ordination as essential in the development of partnerships and aims to provide targeted funding and capacity building to promote such stakeholder co-ordination.

Coordinate within the national government

Even in countries that have maintained a centralised system for integration, implementation of large-scale integration measures requires an identifiable chain of responsibility. Some countries have noted that when responsibility for different categories of migrants is designated to different ministries, no one actor is responsible for the integration of migrants as a whole, which can result in co-ordination gaps. In the Slovak Republic, for instance, the Ministry of Interior has responsibility for refugee policy whereas family migrants fall within the remit of the Ministry of Labour, Social Affairs and Family. Where new measures, such as integration-related amendments to the Act on Asylum adopted 12 January 2022, are implemented, they thus tend to reach only one specific group. Countries will ideally identify one institution to bring together and understand the actions of its stakeholders, with points of contact on the local level who are familiar with the individual migrants being served. A single co-ordinator can identify any issues and help the various agencies work together to provide holistic services. In recognition of this, some OECD countries, such as Ireland, Estonia, and Lithuania, have made greater co-ordination and a "whole of government response" part of their recent action plans on migrant integration. Japan has recently established the Immigration Services Agency under the Ministry of Justice to act as general co-ordinator of ministries and agencies on support and inclusion of foreign residents.

In Germany, a comprehensive integration policy, co-ordinated by the Federal Office for Migration and Refugees, exists at the federal level. The orientation course is standardised and is implemented by certified course providers that receive per-head payments from the state. Grants are also provided to third parties who provide approved integration counselling. Germany adopted this approach after observing that the pragmatic but fragmented approach of local provision was not enough to tackle its integration goals. Germany has also taken an innovative approach in tackling difficulties associated with co-ordination, as

the vocation-specific language training together with the integration course constitute the comprehensive programme ('Gesamtprogramm Sprache') that is administered by the Federal Office for Migration and Refugees and funded both by the Ministry of the Interior (integration courses) and the Ministry of Labour (vocation-specific courses).

Canada has taken a similar approach, with a national strategy and standards implemented through contracts with approved service providers. Immigration, Refugees, and Citizenship Canada enters into agreements with provinces or organisations and provides funding to over 500 organisations across Canada to deliver the Settlement Program. Built into the system is a strategy of performance measurement. Service providers are expected to deliver appropriate results to maintain the contracts.

Involve a broad range of stakeholders, including civil society and the private sector

By expanding the number of players involved in providing introduction measures, governments can expand opportunities for individual migrants to acquire the tools required to fully participate in the host country's economy and society. New private-, public-, and social-sector partners may bring not only innovation and interdisciplinary expertise, but also cost savings to governments. Charitable organisations and foundations have the potential to fill funding gaps, enabling countries to reach a greater number of migrants. Increasingly, countries have recognised that a multi-sectoral, "whole of society" approach that involves non-traditional stakeholders can simultaneously boost language and civic integration by creating deeper linkages with the native-born. The Czech Republic, France, Italy, Lithuania, and Sweden are among the countries that have developed (or are developing) and are implementing systematic national and whole-of-society approaches with multi-stakeholder strategies. Austria established an Advisory Committee on Integration in 2010 to bring together non-profits, social partners, and various levels of government. The European Commission's EU Action Plan on Integration and Inclusion has similarly emphasised the importance of such partnerships.

Box 7.3. A business- and migrant-friendly environment in Solna, Sweden

Along with the Swedish Employment and Skills Office, the City of Solna, Sweden has developed an effective model for the labour market integration of newly arrived refugees and migrants. The "Solna Model," launched in 2017, takes a systematic, relationship-based approach to support unemployed refugees and migrants in entering employment or education. The model is based on close collaboration between the job seekers, the Public Employment Services (PES), the City of Solna's Employment and Skills Office and local and regional employers (public and private). The PES funds two full-time Business Development Co-ordinators who focus on employment/education of migrants and refugees. The Co-ordinators are employed by and placed in the city. Collaboration with local businesses is a major component of the model. The PES offers migrants a two-year establishment programme and then refers these migrants to the City. Migrants benefit from dialogue, skills mapping, and coaching. Over the years, the City has encouraged and maintained a positive business climate with measures to improve economic growth. In return, businesses are also expected to give back and support the local community, including by providing suitable jobs to people in need of employment. In 2018, 71.4 percent of participants found a job or started an educational course. The unemployment rate for foreign-born citizens in April 2019 was 7.9 percent, compared to 12.8 percent in Stockholm County and 18.8 percent in Sweden as a whole.

The private sector may be mobilised for service provision in a way that brings significant efficiencies. Many countries, such as Belgium, Denmark, Estonia, the Netherlands, and Switzerland, benefit from mobilisation of private sector actors in adult language learning, approving specific course providers as partners in their integration programmes or offering vouchers for migrants to use to pay for a course of their choosing.

Denmark has designed financial incentives to encourage service providers to contribute to more efficient and individually oriented tuition (Ramboll, 2017[56]). Fewer countries have fully leveraged the private sector's capacity for agility and experimentation to design innovative integration programmes, but given the rapidly evolving technology sector and tight government budgets, such partnerships may yield important results. In France, the language provider, CAVILAM – Alliance Française, developed a freely available language learning application with support of subsidies from the French Ministry of Culture (GDLFLF).

The private sector – notably on the employer side – has an additional advantage of helping countries make the business case for integration, as mentorship and skills matching programmes can help both migrants and private companies get what they need out of labour-market integration (Box 7.3). The OECD and the UN Refugee Agency (UNHCR) developed an action plan for engaging with employers in the hiring of refugees, in consultation with key stakeholders, to help host countries benefit from investing in refugee integration (OECD and UNHCR, 2018[57]).

Employers have an interest in expanding the availability of sector-specific on-the-job and vocational training offers as well. Employers can be encouraged in information sessions or in one-on-one meetings to cover or reduce the organisational costs associated with training, for example by providing classroom space or allowing employees to participate in language learning during working hours. Training can be organised independently by employers, trade unions, or structurally through state-sponsored language programmes. Foundations such as the Tent Partnership for Refugees in New York, United States can leverage private partnerships. The Tent Partnership works with 200 large companies that have pledged to hire 39 000 refugees. This coalition seeks to support refugees as potential entrepreneurs and consumers, tailoring their products for refugee customers. In December 2020, Tent launched an LGBTQ Refugees Mentorship Initiative, under which major companies collectively committed to professionally mentor more than 1 250 LGBTQ refugees over a period of three years.

Non-profit organisations are uniquely positioned to experiment and often benefit from a robust network of volunteers. Countries with a history of large in-migration (including Australia, Canada, New Zealand, and the United States) typically have an extensive role for non-profits. Most OECD and EU countries rely on non-profit organisations that provide conversation groups and "language buddy" mentoring, enhancing language exposure through low-pressure social and cultural exchange. In Ireland, the Third Age Foundation runs the Fáilte Isteach project, which supports weekly conversation groups involving 1 200 elderly Irish volunteers and 3 200 immigrant learners through 104 branches across the country. Non-profit organisations may also fill a co-ordination function in countries with decentralised programmes, but they require resources to remain viable. If they are to build and sustain programmes, non-profits need stable, long-term funding. Partnerships with the government are a solution to this challenge. Countries need to consider the best way to recruit and retain volunteers across regions and programmes, perhaps through a centralised information management system. Government-sponsored peer matching, one-on-one mentorship, and volunteer tutor programmes, such as those pursued by Australia and Sweden as well as municipalities, such as Wroclaw in Poland,[27] can also increase community engagement.

Though increasing the number of actors involved in increasing migrant integration makes oversight and standard setting all the more important (Chapter 8.), the addition of diverse perspectives can enrich a country's offering. In the United States, academic partners and adult education researchers, frequently at the community college level, are often engaged directly in provision of language education to migrants. In Germany, the University of Hildesheim and the Bosch Foundation operate the programme Land.Zuhause.Zukunft, which provides implementation assistance for local (and particularly rural) integration ideas, and expands successful ideas through its network. The Canadian province of Quebec has developed partnerships with unions in addition to institutional actors and the community to strengthen on-the-job training to meet the needs of migrant employees. The key concern in involving stakeholders across all sectors is not to over-delegate responsibility for integration across this diffuse network. Policy makers have to be prepared to take full advantage of the skills and perspectives of non-traditional

stakeholders, but also understand potential for complication and inconsistency. Having previously left integration to municipalities and the Icelandic Red Cross, in 2021, Iceland launched the pilot project "New in Iceland," a counselling centre to provide advice and support to new arrivals in eight languages. Funded by the Ministry of Social Affairs, the centre is a co-operative platform between municipal and state run institutions, unions, and other associations, along with the Multicultural and Information Centre and the Icelandic Human Rights Centre. The centre, designed to be a "first stop shop," provides in-person, phone, and web chat counselling.

Recognise that integration is a two-way street and involve migrants in design

Community engagement and informal introduction measures can lead to greater trust between new arrivals and their host countries, which in turn can bring about more durable integration. Formalised cross-cultural exchange is an important way to signal that integration does not mean that migrants cannot retain their own identity and experiences. It also increases native-born exposure to the migrant community, potentially increasing acceptance. Such programmes also may have the added benefit of encouraging broader social inclusion in the host community.[28] The Portuguese High Commission for Migration promotes Non-Formal Educational Actions in recognition of the importance of these diverse learning opportunities. Some countries have expressly incorporated community engagement into integration programmes. Canada's Settlement Program includes services that focus on building connections and promoting social cohesion. A wide variety of activities support informal language learning for newcomers, such as conversation circles, peer support through recreation activities, community events, and matching opportunities for cross-cultural exchange with Indigenous peoples and broader host communities. Direct government involvement reduces the potential for dilution of responsibility that that may occur with the addition of multiple stakeholders. Australia has recently prioritised extension of interaction with faith communities. Spain's Ministry of Inclusion, Social Security and Migration (MISSM) is piloting community sponsorship for reception of refugees in host municipalities. Pilot participants are encouraged to participate in consensus decision-making regarding integration objectives, and the programme contemplates holding municipal meetings to share experiences within the community. The collaboration is supported by the Valencian Catholic church. Immigration New Zealand supports the "Welcoming Communities" programme, which brings migrants together with native-born members of their local communities to build connections for better social and economic participation. Similar initiatives exist in Australia, Canada, Germany, and the United States (Box 7.4).

Box 7.4. Networks can connect local actors and communities for experience sharing

Welcoming International is a coalition of initiatives designed to connect organisations and governments to advance inclusion at the local level. An expansion of the non-profit Welcoming America, the organisation aims to help members create national standards and frameworks, including through piloting multi-sector projects for eventual scaling. In several countries, the founding members are non-governmental, but in Canada and New Zealand, national immigration bodies have taken on this role. National members create Welcoming Standards to be used in certification programmes that designate communities as welcoming. The Welcoming Community designation must be reviewed and re-designated after 3 years, requiring a recommitment to the programme that increases its durability. Support of cities officials is identified as crucial to the success of the programmes. Pittsburgh, in the United States, used this support to create a housing network, "Renting to Refugees," lessons from which are being spread across the U.S. In the United Kingdom, the City Council of Peterborough also set up a housing task force to partner with landlords for resettlement. Additionally, Welcoming America supports the Rural Welcoming Initiative, which seeks to create connections with locations that are not yet a part of the Welcoming Community. Membership for selected rural areas (population less than 50 000 that is not considered a suburb of a metropolitan area) will include technical assistance, access to learning opportunities, and connection to peer communities.

In Japan, the Ministry of Internal Affairs and Communications (MIC) revised the "Intercultural Cohesion Promotion Plan at the Local Level" in September 2020, increasing efforts to promote actions and measures of local governments. However, these initiatives across the country remain uneven. Some local governments have joined the Intercultural Cities programme (ICC), an initiative of the Council of Europe, which allows them to review their own initiatives from an international perspective and learn from the experiences of partner cities around the world. The ICC Index provides an assessment of city activities across a variety of categories (including education, language, governance, and labour), upon which recommendations for improvement can be formulated.

Additionally, established migrants have a role to play in outreach to new arrivals. Countries can benefit from recognising and supporting these migrant communities and spokespeople, rewarding their expertise. This can be done by prioritising funding for service providers that are headed by or employ large numbers of migrants, such as MOSAIC British Columbia, which received support through the Canadian Work Experience Pilot Project. At MOSAIC, staff are able to help new arrivals with work placements and mentorship in over 80 languages and exploit their own lived experience as migrants. Numerous such organisations exist throughout the OECD and EU, and they will benefit from sustained government support. The Portuguese Government has provided technical and financial assistance to immigrant associations since 2004, helping them welcome new arrivals and promoting the association of different immigrant groups. Drawing on the experience of those who have lived through the same introduction measures does more than just increase trust by building connections between longer-term migrants and newcomers. These migrants also serve as an important part of the feedback loop that is needed to improve programmes and ensure integration is happening effectively. In Luxembourg, active civic participation of immigrants is particularly important. The Conseil National pour Etrangers (National Council for Foreigners), has operated since 2008 as a review body, examining projects and policies that purport to be beneficial for newcomer integration. Of the Council's 34 members, 22 are nominated from the immigrant community. Incorporating the migrant voice helps to make policies more effective and bettered tailored to needs on the ground. Keeping migrant stakeholders actively involved can help innovation to succeed. However, it also needs to be considered that these individuals, while nominated by certain organisations that serve immigrants, are not elected representatives for the entire immigrant community. Austria's Integration Ambassadors (whose role it is to participate in workshops, motivate schoolchildren, and share experiences in the community),

are, for example, chosen by the government. These migrant voices are important, but they cannot be interpreted to speak for all new arrivals. Countries also need to take care not to emphasise immigrants from any particular origin country over those of any other, lest such projects become exclusionary.

Box 7.5. Formal engagement in the New Scots integration strategy

The New Scots refugee integration strategy (2018-22) is an example of a multi-governance framework for integration that is the result of collaboration between the government, local authorities, civil society organisations, refugees, academia and other stakeholders. (2018-22). The New Scots strategy actively encourages refugees and asylum seekers to be involved in helping to shape the strategy and its delivery. In 2017, over 700 refugees and asylum seekers participated in the engagement process to inform the development of this strategy. Scotland relied on their lived experience to identify key issues and actions which could support integration. Refugees and asylum seekers also engage directly with a range of services and activities run by New Scots partners, helping to build the knowledge and experience that these stakeholders bring to the strategy. The strategy outlines further opportunities for refugees, asylum seekers, and their communities to engage during implementation. The British Red Cross was to establish an advisory group of people with lived experience to complement existing refugee forums, supported by the Scottish Refugee Council.

One way to do this is to make engagement with migrant community representatives a formal part of the integration measure design process to ensure these voices are heard (Box 7.5). Canada, Denmark, Finland, New Zealand, Romania, Spain, Sweden, and the United Kingdom have established a formal mechanism for engaging with migrant community representatives regarding integration of new arrivals. In May 2022, New Zealand launched a Refugee Advisory Panel with the specific aim of advising on development of new refugee policies and programmes. Panel members will be selected for service beginning in July 2022 by a committee comprised of government representatives, refugee leaders, academics, refugee-led organisations and mana whenua (indigenous peoples). In other countries, such mechanisms may exist on a local level, and migrant-led organisations remain key partners. In the Czech Republic, the migrant-led non-profit, Slovo 21, is charged with designing the methodology of the Adaptation and Integration Courses. In the Netherlands, migrants are provided with information on their right to participate in civic activities. City-level programmes exist as well, such as Berlin's State Advisory Board on Migration and Integration and the Migrant Integration Council of Athens. The European Commission's Expert Group on the Views of Migrants in the Field of Migration, Asylum, and Integration, established in 2020, notes the importance of actively involving migrants in policy design and implementation. The group itself is composed of expert migrants along with interested NGOs and associations. In the United States, the Refugee Congress, a refugee-founded and led non-profit organisation with members in all 50 states and the District of Columbia, engages in community consultations for public education and advises policy makers at the local, state, and national level.

8. How can goals and standards be set to provide all migrants in need with equal opportunities across the country?

Why is this an issue?

Introduction measures are intended to help new arrivals meet certain objectives to ease their path in their host country. Indeed, the aim of most integration programmes is to provide new arrivals with equal opportunities to natives and to facilitate their mobility within the country and the job market by giving them a recognised set of skills and competencies. To meet these goals, governments must take steps to delineate clearly what these competencies are and to ensure that all migrants have the opportunity obtain them. Equality of opportunity concerning introduction measures can be thought of in two ways. The first challenge is universal accessibility and coverage. The second is territorial uniformity, i.e. a specified level of service quality should be available across all municipalities.

Policy makers need to set reasonable goals that can be achieved given the country's policy of integration support – something they are likely to understand fully only through rigorous evaluation (Chapter 10.). At the same time, they should avoid setting goals that migrants will not be able to achieve for access reasons. This requires an understanding of what introduction measures are actually available to individuals throughout the country. Universal access is essential to fundamental fairness, particularly where integration obligations are imposed rather than voluntary. Geography should not be the reason for a migrant's success or failure. While many services and innovating organisations may be located in large cities, a country's labour market realities may push migrants to more remote locations. Countries that perform labour matching should also consider migrants' integration needs by identifying a way to provide sufficient integration services to migrants wherever they are located.

Ensuring that introduction measures are available everywhere does not guarantee that the quality of such measures will be equal across localities. To afford equality of opportunity to migrants, policy makers must determine a baseline standard that will be acceptable for achievement of integration goals. While countries have increasingly recognised that integration happens at the local level and have thus emphasised the role of local and regional authorities, they also recognise that without some regulation, there is little way to verify or ensure such standards are being followed. This means that in some locations, a migrants' only integration option could be one that is not producing the integration results the government seeks.

The issue of standard setting is thus related to that of co-ordination, as effective co-ordination of stakeholders the most effective way to identify and fill any gaps in services. Goals and standards are not realistic if they cannot be met, and they are meaningless if no one is ensuring that they are effectively implemented. Some central steering can address issues with the quality of courses and facilitate mainstreaming of important innovations in integration. Unlike some big cities, smaller municipalities may need increased government intervention, benefitting from both expertise and budgetary support (Hernes, 2021[49]). Even in cities, surge in demand can place stress on existing high-quality services. Not only are

migration flows subject to change, but migration also does not exist in a vacuum. Economic conditions and labour market needs may also change periodically within the host country. Redistribution of resources and responsibilities may be necessary to maintain equality of opportunity for new arrivals.

How to approach it

Set minimum standards for providers and follow through on their implementation

In most countries, standard-setting and quality control is performed by government agencies or non-governmental agents entrusted by the government at the national level (OECD, 2021[10]). In some countries, quality control involves accreditation under a mandatory scheme, which usually includes a more formal periodic inspection (Annex Table 8.A.1). France, for example, has accredited language course providers since 2011 through the 'French as Language of Integration' (FLI) label, which entails an audit and an inter-ministerial commission opinion once every three years. The United Kingdom inspects and evaluates ESOL courses and tests through two independent agencies – the Office for Standards in Education (OFSTED) and the Office of Qualifications and Examinations Regulation (OFQUAL). These standards are especially important in a decentralised integration system, such as that in place in Switzerland. While the cantons discretionary power allows them to adapt policies to the local context, it has also led to a great variety of integration practices and outcome differences between the cantons (Kurt and D'Amato, 2021[58]). This has particularly been the case concerning immigrants' access to language courses, welfare services and decisions on admissions for family reunification, naturalisation and permit extensions (Mexi, Moreno Russi and Guzman, 2021[59]). Several revisions have been introduced to increase the harmonisation of introduction measures between cantons (including setting the same language requirement for a residence permit across all cantons from 2020 onward). Notably, Switzerland uses the Fide certification system, which sets standards of qualifications for language teachers and curriculum for language courses.

Standard setting is essential because measures should be of sufficiently high quality and usefulness to provide adequate return on investment. Comprehensive introduction measures delay new arrivals' access to the labour market, the logic for which being that participation increases migrants' outcomes in the longer term. Holding these measures to baseline standards helps ensure that this is true. Another way to ensure efficient allocation of public resources and to support the maintenance of high-quality training across regions and providers is to introduce results-based financing and benchmarking for language providers, as is currently practised in the Netherlands and Denmark (Ramboll, 2017[50]; Significant, 2010[53]). These incentives can be useful where an accreditation baseline has not been agreed upon, but they may also be used alongside the approval process. Performance-based incentives are innovative way to ensure the public purse only pays when the service provider is achieving results (Chapter 9.).

Having identified measures or standards that the national government deems important does not preclude the country from encouraging measures that exceed these standards. In decentralised systems, offerings may vary substantially. Local actors may be inspired by on-the-ground experiences to offer additional integration solutions, and they may have particularly effective results. In addition to making their own standards clear, governments should make information sharing easier to facilitate the highlighting and mainstreaming of effective local practices (Box 8.1). In some countries, non-profits have played this role. In the United States, the organisation, New American Economy, collects data and research on good practices and disseminates it to local governments. State governments have highlighted the importance of access to this information in building the business case for growing their integration programmes.

Box 8.1. Communicating with stakeholders regarding programme standards in Norway

Norway has developed a new online resource with information and tools needed to meet legal and regulatory integration requirements, designed for the employees in the municipalities, counties, employment offices and other partners that are responsible for planning and implementing introductory programmes for newly arrived immigrants. Several national agencies have contributed to develop this online resource, principally the Directorate of Integration and Diversity and the Directorate for Higher Education and Skills, with contributions from the Norwegian Labour and Welfare Administration and The Norwegian Directorate for Children, Youth and Family Affairs.

The tool includes information on obligatory measures for all participants in the introduction programme, such as competence mapping, career guidance, Norwegian and civic training, the parental guidance course (only for participants with children), and other measures that may be individually tailored to each participant's programme, such as lower and secondary education, preparatory courses for higher education, work practice, fast track, part-time employment, employment measures, short professional courses, and entrepreneur courses. For non-obligatory measures, the resource offers information and recommendations concerning the measure's purpose and target group. Tools, resources, and references are provided to help implementers understand how to ensure good planning and quality.

For each measure, there is a description of which relevant public local and regional actors (e.g. the adult education office, employment office, career centres, etc.) and non-public actors (e.g. private employers, non-governmental organisations) should be included in the planning and implementation process. The descriptions also include relevant links to related legislation, other online resources and courses, 'best practice' examples, and standardised reporting and information schemes (e.g. to involved employers). Users are invited to provide feedback and share local good practices they have discovered for inclusion in the resource.

An external evaluation of the online resource and the municipalities' success with use and implementation is ongoing.

Source: https://introduksjonsprogrammet.imdi.no/ (in Norwegian only).

Once a standard or certification has been approved, it is equally important to follow up with providers to ensure implementation. Quality control needs to be carried out by area specialists and may take the form of unexpected checks of a sample of classes or interviews with randomly selected participants about specific aspects of their training. The frequency of such inspections should balance considerations of the need for quality oversight with administrative burden and the anticipated likelihood of material change. OECD and EU countries vary significantly in the frequency of such accreditation reviews, though most fall at 3-4 years. Korea will increase the period between its reviews from two to three years in 2022. Belgium (Flanders), the Czech Republic, Italy, Spain, and the United States conduct such reviews annually. Some countries, such as Canada and Sweden, conduct periodic checks throughout the approved period.

Conduct outreach and provide access to introduction measures everywhere migrants are found

Countries with decentralised systems of government may face barriers to standardisation by design. In a federal system, certain regulatory functions and funding responsibilities are the purview of the individual state or province. However, standardisation of service provision is not only an issue in federal countries. Even where the national government has full control over the integration programme's plan and design, large cities may be best placed to actually provide services, and thus certain countries have specifically

decentralised programmes to municipalities by design. This can lead to inequalities, however. Service providers are located in specific areas, typically where there are concentrations of people, both migrants and service provider staff. Countries must consider how to reach the largest number of people possible, particularly those in remote areas.

The growing importance of local adaptation of integration increases challenges to equal service provision nationwide, but these are not insurmountable, provided the country has tackled the issue of co-ordination. It is much more difficult for countries with a strong emphasis on localisation of measures to assess whether demand is met, to collect data on outcomes, or to adapt to changing circumstances. For example, a report by the Norwegian Research Institute, Fafo, on adaptation of introduction activities – chief among which is language learning – during the novel coronavirus (COVID-19) pandemic showed that one in two municipalities faced difficulties in adapting to the new situation (Kavli and Lillevik, 2020[60]) A lack of co-ordination may also delay the mainstreaming of innovations developed in specific municipalities – often large cities – resulting in unequal opportunities for more remote regions. To mitigate the trade-off, a more centralised actor will ideally handle the enrolment of learners and their orientation to available course providers. This 'one stop-shop' function allows for greater visibility of the programme, more common quality standards for enrolment, and more informed choices by learners in selection of course providers. Greece has developed integration structures to act as one-stop-shops in areas of high concentration of migrants. Countries that have recently shifted responsibilities to improve delivery of programmes include Australia (Commonwealth Co-ordinator-General for Migrant Services) and Finland (Ministry of Economic Affairs and Employment). In Malta, migrants are welcomed into the "I Belong" integration programme by the Intercultural and Anti-Racism Unit (a unit of the Human Rights Directorate within the Ministry of Equality, Innovation and Research), which also oversees the integration courses in co-operation with two local universities.

In most countries, migrants living in large urban areas have a choice of integration service providers, and they are typically able to access services shortly after arrival. In rural areas and smaller municipalities, access is more challenging. Scaled support for rural areas and small towns can help. Financial compensation by the national government can supplement local budgets and incentivise municipal governments to increase integration offerings. Consistency of budgetary support provides stability that supports sustainable integration service provision as opposed to ad hoc measures. Conditioning the receipt of such funding on meeting certain standards is likely to increase the quality of the offerings.

The national government can also support municipalities in engaging in information exchange. A national network, whether virtual or in person, can disseminate best practices, share training materials, and give local actors a voice. This facilitates replication of successful local introduction measures rather than pressuring every municipality to design its own programme. The Swedish Rural Development Programme supports a variety of municipalities in training and employing migrants with an emphasis on reducing barriers. Support is offered in the areas of language training, including vocational language, transportation support, and raising awareness with employers.

Digitalisation is another innovative way to reach new arrivals where in-person services may be difficult for reasons of scale. Finland has reported success with distance language learning, which brings together a small number of migrants living in remote areas. Where the demand is relatively small and the migrants are geographically dispersed, such as is the case for migrants in south-west Finland seeking to integrate in Swedish, such digital classrooms have important impact. Where this is done, service providers may need to plan for some initial digital upskilling to prepare migrant to use these tools, perhaps by bringing the migrants together for an in-person orientation session.

Use data to anticipate needs and avoid oversubscription

Ensuring that all migrants in need receive integration services early also implies that demand is forecasted efficiently to make sure that spots are readily available and waiting lists are limited. Currently, a number of countries struggle to provide sufficient places in integration courses, which leads to longer waits. Excessive waitlists can functionally create a dearth of services. Adding more teachers is a solution, but one that must be approached with the understanding that student numbers can also decline in response to migration shifts. Countries need to be able to meet the needs of migrants wherever in their territory they are located, but they also need to avoid waste created by providing an excess of services when (and where) migrant flows are low. This is a dilemma that requires countries to think about how they could build anticipatory capacity by conducting, at all levels of government, forward-looking analyses about the future of migration and integration and considering its significance for policy development and strategic planning.

While information on flows and stocks has steadily improved, much remains to be done to improve monitoring of the integration outcomes of migrants and the linkage of this monitoring to the evaluation and development of integration policy. Governments can make efforts to predict migration flows and understand migration intentions, but they also need to build contingency plans for integration capacity in case of major disruptions (e.g. the recent sudden influx in Europe of Ukrainians seeking protection), designing policies that can respond flexibly to changing circumstances. Pilot programmes that can be evaluated and scaled are one way to think about programme design more flexibly.

One key step is to prepare for future changes by using anticipatory tools to detect and consider emerging needs, but to do so, reliable data is essential. To understand and be prepared for changing demands, policy makers need to know where migrants are located within their territory and what services they typically access based on a variety of characteristics – and on the individual level. Monitoring outcomes helps countries anticipate likely future needs and whether too much or too little integration is being provided. Linking of data systems avoids fragmentation and allows for better targeted spending. Denmark, Estonia, Norway, and Sweden have all linked population and administrative registers to understand migrant needs. Australia's uses the AMEP Reporting and Management System (ARMS) and Provider Student Management Systems to capture information regarding client learning objectives, skills, personal circumstances, proficiency ratings, assessment outcomes, and more. Canada's Immigration Contribution Agreement Reporting Environment (iCARE) system connects automatically to IRCC's administrative database which contains demographic information, using back-end data linkages. Data on a client's goals and needs are collected by IRCC, and the iCARE system tracks whether clients are referred to training, monitoring how long after initial assessment the training is received and at which organisation it is occurring. The European Union Labour Force Survey (EU LFS) and the European Union Statistics on Income and Living Conditions (EU SILC) have both included special ad hoc modules on migrants' outcomes in recent years; these experiences can inform improvements to the measurement of migrant outcomes in other surveys and countries.

There are challenges related to data collection and integration that should be considered and dealt with. Special efforts are needed to ensure that data collections cover and enable identification of the most vulnerable migrants, especially those who are unlikely to be reached through standard household surveys (OECD, 2019[61]). Data systems need to be adequately connected to response mechanisms to be useful. At the same time, countries need to consider questions around data privacy, including data access and security. New data systems require a high degree of collaboration and take time to develop, and once developed, they benefit from evaluation to ensure that the data is being communicated effectively. Should these challenges be addressed, however, countries will possess a high-potential new tool for helping new arrivals access the integration services they need in a timely manner, providing them with equality of opportunity.

Annex 8.A. Additional information on standard-setting bodies

Annex Table 8.A.1. Bodies responsible for standard-setting in OECD and EU countries

	Body responsible for approval/accreditation	Periodicity of review	Methods of approval/accreditation
Australia	Australian Skills Quality Authority (vocational education and training)	7 years (unless the service provider is less than 2 years old, then closer scrutiny)	Registered Training Organisations Standards 2015, part of the VET quality framework
Austria	Austrian Integration Fund (OIF)	3 years (certification)	Requirements are regulated by ordinance (teachers, course classification, participants, room concept, childcare options)
Belgium (Flanders)	Department of Education; Agency for Domestic Administration	Periodic	Content of the social orientation is standardised. For language, education inspectors visit schools, participate in lessons, interview teachers and review success percentages
Canada	Strategic Intake Unit, Settlement Network, Integrated Planning, Reporting and Systems division	Compliance is monitored by IRCC programme officers throughout life cycle	Submission of regular reports by service providers
Chile	n/a	n/a	n/a
Colombia	n/a	n/a	n/a
Croatia	–	–	–
Czech Republic	Ministry of the Interior	Annually	Providers go through a contract and subsidy process
Denmark	Danish Immigration Service (asylum centre operators); Danish Agency for International Recruitment and Integration (test centres and language courses); municipal services are subject to external review (accountants, state-level authorities)	4 years (new test centres may enter during the four year cycle); random inspection at every test cycle	For asylum centre operators, contract compliance is assessed through ongoing supervision. If a test centre does not comply with the regulations, the Danish Agency for International Recruitment and Integration may withdraw the right to administer exams.
Estonia	Ministry of Culture supports independent research monitors	–	Feedback from adaptation courses and Estonian Integration Monitoring
Finland	Centres of Economic Development, Transport and the Environment	2-4 years (integration tender)	Open tender
France	Office for Immigration and Integration (for CIR); Ministry of the Interior (DGEF/ DIAN) and the State services (for complementary actions)	Language courses are certified every 3 years	Public tender/calls for projects
Germany	Federal Office for Migration and Refugees (BAMF)	Varies, but maximum 5 years	Proof of meeting established requirements, quality control, on-site inspections, review of submitted documents
Greece	–	–	–
Iceland	Iceland Refugee Committee (the Ministers of Social Affairs and Children, Justice, and Foreign Affairs and International Development Co-operation)	–	–
Ireland			

	Body responsible for approval/accreditation	Periodicity of review	Methods of approval/accreditation
Israel	–	–	–
Italy	Ministry of Labour – GD Immigration and Integration Policies; regions and cities	Annually (national accreditation review)	Requirements set by law, report presenting experience must be submitted
Japan	–	–	–
Korea	Ministry of Justice	2 years (will be raised to 3 years in 2022)	Public contest, evaluation, fact-finding survey
Latvia	Society Integration Fund (humanitarian social services); Civics and language courses are licensed under a national framework (each measure by the ministry with competency over the service)	Monthly quality checks (SIF); Licensing varies by local government	Supervision visit to check client cases and records, analyse practical activities and discuss solutions with specialists, focus groups with clients; Licensing methods vary by local governments
Lithuania	Refugee Reception Center		Public procurement
Luxembourg	Ministry of Education	–	–
Mexico	n/a	n/a	n/a
Netherlands	Courses must have Blik op Werk Foundation quality mark to be reimbursed	Annually	Star rating is assigned based on examination success rate and student satisfaction
New Zealand	Immigration New Zealand has primary responsibility, but other agencies have contracts as well (i.e. Ministry of Social Development manages accreditation of social sector partners)	n/a	n/a
Norway	Multiple units; The Directorate for Higher Education and Skills (for language training); IMDI (for interpreters)	3 years (for language training)	Supervision for compliance with regulations and approval conditions
Poland	Voivodeship (province-level) unit for the Implementation of EU programmes	Irregular	n/a
Portugal	–	–	–
Romania	Various ministries depending on the service area	n/a	n/a
Slovak Republic	Various ministries depending on the service area	n/a	n/a
Slovenia	Government Office for the Support and Integration of Migrants	n/a	n/a
Spain	Deputy Directorate of Programs, within Directorate General of International Protection and Humanitarian Assistance, Secretary of State of Migrants	Annually	Evaluation of programs, services provided, and financial analysis
Sweden	Public Employment Service	Periodic – at a time and place chosen by the PES	Supervision visits, inspections and evaluations
Switzerland	Canton level; State Secretary for Migration (language certifications)	–	Fide certifications are for both courses and teachers. They define standards for the teaching plan, the organisation of the courses, and co-ordination with the canton to guarantee course quality
Türkiye	n/a	n/a	n/a
United Kingdom	Independent agencies	–	–
United States	State Department (for resettlement agencies); Health and Human Services Office of Refugee Resettlement (ORR) (for grantees)	Annually (State Department); HHS/ORR review varies	Panel review process for applications. Effectiveness is assessed through programme reports and onsite monitoring visits

Note: n/a = information is not applicable.
Source: OECD questionnaire on introduction measures for new arrivals 2021.

9. How can governments meet their integration goals in a cost-effective way?

Why is this an issue?

As integration budgets have increased, the question of how to ensure these funds are used efficiently and effectively has become more important. The government has an interest in ensuring that public funds are used well, but the methods of benchmarking may not always tell us if integration improvements are tied to expenditures.

The cost of introduction measures can be considered from a variety of perspectives. There is, first and foremost, the question of whether integration courses should be offered as a public good or whether migrants themselves should bear the costs. Where fees are required, certain migrants may find the costs difficult to sustain, particularly if the measure lasts several months or years during which the migrant may not be able to work full time. In general, countries need to approach financing for integration according to principles of equality and non-discrimination. Introduction measures such as language programmes and skills assessments should be attainable by all eligible migrants, independent of their financial means. While this does not mean that they are necessarily free of charge to migrants, it requires governments to assess how to run and fund these programmes without placing an undue burden on migrants.

There is the question of which level of government funds the programme and how to organise cost-sharing. The role of the state in terms of funding service provision has varied, but tends to be related to the country's understanding of integration. In Australia, Canada, France, Germany, and Korea, the federal government plays a comparatively large role in funding organisations or service providers to deliver introduction measures on its behalf. Italy and Spain, and Poland are highly decentralised. In the United States, with the exception of support to refugees, government funding for integration is limited. While there is some funding from State Governments for integration services, non-profit organisations do not rely solely on this funding to guarantee operations. In the United Kingdom, some local authorities and/or national governments, such as Scotland, have stepped in to create their own immigrant integration programs.

There is also the question of return on investment: are the measures giving the result that a government is looking for, and how can the country leverage its expenditure toward a desired result? Some countries have reorganised their integration service provision to deal with this question internally, whereas others increasingly look to encourage innovation and support from the private sector.

It is not possible to create a roadmap for all countries to follow to the answer to these questions. Not only do governments approach integration from varying philosophical perspectives, countries also face specific budgetary constraints, and their strategy is influenced by the composition of their migrant population. As elsewhere in this publication, the approaches discussed in this context should thus be viewed as considerations in the design process.

How to approach it

Offer essential introduction measures as a public good

Offering certain introduction measures as a public good stems from the recognition of the fact that integration is an investment in the future. This is especially true for categories of migrants that are unlikely to depart the country, such as refugees. Offering introduction measures free of charge to all who are eligible may help countries reach more migrants. New arrivals who are not working often have access to financial support and subsidies, but those who are employed are often ineligible, even when working below skill level. In these cases, fees may discourage upskilling or retraining that could help these individuals reach their potential and increase output in the economy.

Recognising that the burden of paying for introduction measures may be insurmountable for humanitarian migrants immediately after arrival, most countries fully subsidise courses for this group (Annex Table 9.A.1). For other categories of migrants, fewer countries offer introduction measures free of charge. Some have chosen to provide a more limited offering without fee to these new arrivals. In Lithuania, Switzerland, the United Kingdom, and the United States, the extent of these offerings may vary. Luxembourg provides its civic integration course free of charge to all migrants, and the Czech Republic and Sweden cover the cost of language courses only. A recent change in Norway entitles non-humanitarian migrants who are motivated to learn Norwegian to a voucher for language courses worth NOK 10 000.

There is no clear-cut answer to whether introduction measures should be free of charge. In some cases, budgeting constraints make offering free integration impossible (Box 9.1). Determining whether there is sufficient return on investment to offer measures as a public good is more difficult for some indicators than for others. It is also less clear how to determine whether there is sufficient return on investment for countries that have large populations of migrants who are in the country only temporarily, and thus likely to depart. Belgium, Croatia, Denmark, Germany, Israel, Japan, Lithuania, the Netherlands, New Zealand, Norway and Romania charge a fee for labour migrants and their families to access integration courses, while humanitarian migrants and their families are exempt in most of these countries.

Requiring migrants to make some up-front investment may provide an incentive to complete a course. For language outcomes, this is particularly important. However, countries should consider how to introduce this investment need in a way that actually furthers their desired result. Australia, which provides introduction measures free of charge, imposes a higher visa fee for spouses and dependents lacking functional English. New Zealand's approach is similar, with applicants who do not meet minimum language requirements required to pre-purchase English tuition. In both of these cases, once the money is paid, it could potentially be perceived as a sunk cost. A deposit system allows governments to offer a public good while also promoting migrant commitment to the programme. Denmark has taken an innovative approach in its fee structure for language courses. Migrants who are ineligible for free courses pay an initial deposit of DNK 2 000 per module. Upon completion of the learning module, the migrant has an option to put the existing deposit toward a new module. If the migrant has completed the desired integration trajectory successfully, the deposit is reimbursed. Germany will reimburse 50% of language course costs if migrants pass the end-of-course examination within two years. Austria does the same for migrants able to certify A2-level German within 18 months.

Box 9.1. National Budgets for Introduction Measures Vary Significantly

Comparing national budgets for integration measures is complicated not only by the difference in economy size and the size of the migrant population served, but also by the fact that countries approach budgeting in a variety of ways. Some rely on outside funds, such as AMIF. Many countries do not specifically account for measures for new arrivals in their integration budget, but rather aggregate all migrants regardless of time of arrival. Austria, for example, has a budget in the Federal Chancellery for essential integration measures of EUR 103 million, but does not distinguish a specific amount for new arrivals. The same is true for the CZK 450 million (EUR 18.2 million) budget of the Czech Republic and for the proposed 2012-23 allocation of HRK 82 million (EUR 10.8 million) in Croatia. On the other hand, in Norway, NOK 9.1 billion (EUR 960 million) of the budget in FY 2021 can be directly attributed to integration of new arrivals.

Examining integration budgets requires an understanding of division of responsibility in government. The state or regional budget may be both important and difficult to quantify. The German Government budgeted EUR 1.2 billion for integration in FY 2021, the bulk of which is dedicated to language courses. This number does not include state-level budgets for integration measures. Switzerland estimates that while the federal budget is CHF 231 million (EUR 225 million), the budget on the cantonal level is EUR 77 million. In 2021-22, the Canadian Government allocated CAD 885.6 million (EUR 642 million) to support integration of newcomers (outside Quebec, which has its own budget). Federally-funded services are available to permanent residents and protected persons, but provinces and territories provide separate supports outside of the federal budget to temporary residents. Some projects are co-funded.

In other cases, identifying an overall budget is more straightforward. Estonia, for example, has a budget of EUR 2.2 million for integration, of which EUR 1.6 million is allocated to language for new arrivals. In Korea, the central government's 2021 budget for integration is KRW 30.4 billion (EUR 23 million), of which the KIIP comprises KRW 10.1 billion (EUR 7.5 million). In France, the Ministry of Interior in charge of integration budgets EUR 272 million (including EUR 100 million for the CIR). The budget for other ministries totals EUR 292 million. In Japan, the overall budget of EUR 2.8 million is divided across the Ministry of Foreign Affairs, the Ministry of Health, Labour and Welfare, and the Agency for Cultural Affairs, who manage their own expenditures. For cross-departmental measures, such as language courses, an exact budget cannot be identified.

Mainstream supports for integration, which are not necessarily accounted for in the integration budget, are much more important in certain countries. In the United States, specific funding is allocated to support resettlement and integration of refugees. In FY 2021, the Office of Refugee Resettlement issued approximately USD 189 million (EUR 172 million) to states and resettlement agencies to support social engagement, employability and health measures, and integration assistance for refugee children, youth, and elderly. Other measures, such as language for adult migrants, are available to a larger group and are mainstreamed into the budget of other departments (in the case of language, the Department of Education).

Avoid placing undue burden on migrants

Some countries take the position that charging at least some money for courses may lead to new arrivals placing greater value on them than they otherwise would. If measures are provided free of charge, they may be perceived as being of lesser quality.[29] At the same time, countries must be careful not to price introduction measures so high that fees disincentivise participation. An alternative to offering integration as a public good is to provide a means-tested opportunity where migrants pay only what they can. In Germany, recipients of basic security benefits are exempt from the need to pay for the integration course. For vocational courses, those who earn lower than EUR 20 000 (or EUR 40 000 assessed income for a couple) are exempt from the requirement to pay. The Germany Government subsidises all courses, covering half of the cost of the integration course. Additionally, Germany provides federal funding to state governments and municipalities to further adapt their services to meet the needs of new arrivals. Luxembourg subsidises the first three language courses taken by non-humanitarian migrants, but other measures and further pursuit of language proficiency are funded by the migrants themselves. Australia, Canada, and Israel subsidise the substantial costs of training and taking exams that are associated with bridging programmes.

Where courses are mandatory and charge a fee, migrants would benefit from some sense of the value and their likelihood of translating success in these programmes to acquisition of a credential or employment. In Belgium (Flanders), from September 2022, all migrants will be expected to pay EUR 360 for introduction measures (EUR 90 for each language and civics course and EUR 90 per each examination). Previously, these measures were offered free of charge in every region of Belgium. The Flemish Government continues to offset the full cost of integration, valued at EUR 4 500 per individual. The decision was justified on the grounds that Flanders has increased its integration offering, providing each migrant who participates with an individualised pathway, intervention by the Flemish employment and vocational training services, and 40 hours of “buddy” mentoring. It remains to be seen what impact this will have on participation rates for those who do so on a voluntary basis, and in some cases, these migrants will be exempted from the fees. No distinction is made between categories of migrants – in principle, every immigrant must pay the fees. The possibility to pay fees through voluntary work is still being discussed, and it is expected that Public Social Welfare Centres may also contribute if the migrant lacks financial resources to pay. Notably, in Brussels, where migrants may choose between French and Dutch programmes, Flemish integration programmes remain available free of charge. The Netherlands also instituted changes to its integration offerings in 2022, but has shifted in the opposite direction. The municipality now covers the cost of integration courses (and the first two attempts on the integration exam, if taken at the level specified in the integration plan) for humanitarian migrants. Other migrants are able to borrow the money for approved courses from the Education Implementation Service (DUO), with the loan amount calculated based on income. The transition to municipal implementation is intended to provide a more individualised offering to boost the migrant’s chances of success.

Consider innovative financing measures

To relieve some of the pressure on national budgets for integration, expansion of sustainable programmes can be supported through the pursuit of innovative financing models. One such model is to employ results-based financing, designing reimbursement schemes for service providers that incentivise them to reach as many migrants as possible while meeting or exceeding defined performance standards. In Denmark, providers are paid half of their fee prior to the course and half after the individual migrant has passed the course exam. This model, combined with reimbursing migrants upon course completion, helps ensure that the government only pays for integration when it observes a tangible benefit in terms of efficient delivery (Ramboll, 2007[62]). Spain, Romania, and Canada determine future funding of programmes by looking at their past results. Certain projects in Canada, such as the Community Employment Loan Program in Ontario, use a pay-for-performance model. Sweden also previously used a results-based financing system, but has since returned to per-migrant funding of service providers. The majority of OECD and EU countries still pay for services by number of expected hours or per migrant.

Results-based financing is not without risk. In the context of an audit of its programmes, Sweden noted that a results-based bonus paid to mentors helping refugees find employment were open to manipulation – because refugees could choose their mentor, providers often offered financial incentives to the migrant to work with them. The bonus was also inefficient, as it was paid whether the refugee was highly skilled and found employment easily or whether the migrant required additional support (Swedish National Audit Office, 2014[63]). One solution is to scale funding for the service provider according to how likely they are to require more intense support. Beyond results-based financing, a scaling approach can incentivise mainstream service providers such as the public employment service to take on more challenging migrant cases. A sliding scale, as opposed to reimbursement on a per-client or "expected number of hours per client" basis, ensures that slower learners or those with more needs are not lost in the system. It can also increase flexibility in response to changes in the composition of the migrant population. Migrants can also be asked to take some responsibility in case they need additional services, as long as attention is paid to ensuring the burden is reasonable. Subject to the aforementioned income thresholds, Germany requires a higher contribution from the migrant themselves if additional course hours will be required (typically if a literacy course is needed).

Another financing option is to match government resources with private funds. Employers could similarly be approached for cost sharing of integration expenses for their employees. Professional bodies could also contribute to financing advanced and occupation-specific training. The private sector has demonstrated increasing interest in investing with a "migrant lens," or considering the impacts of their lending and investment decision-making on the migrant community to identify new sources of risk and opportunity.[30] Mobilising private-sector investments can help governments address urgent issues around integration. Public-private partnerships allow the government to promote consistency of service delivery while allowing for flexibility. Social impact bonds (SIB), which innovate by combining a payment-by-result system with cost savings for the public sector, private financing, and outsourcing of social actions to non-public organisations, have garnered increased attention in recent years. SIBs have been piloted in Belgium (DUO for a Job), Finland (Koto-SIB), and the United States (Massachusetts Pathways to Economic Advancement). The United Kingdom has focused on providing capital to intermediaries for purposes of capacity building. The Centre for Social Impact Bonds, in the Cabinet Office, provides tools and support for the development of additional social impact bonds, and the UK Social Outcomes Fund provides capital to regional governments that initiate new social impact bonds. In all of these cases, the government has an important oversight role to play in ensuring that competition fostered by a public-private system does not hinder effective co-ordination and delivery.

While still a relatively new tool, countries can encourage migrant-lens investments by co-investing or engaging in de-risking activities. While governments typically possess significant information on the risks and opportunities in the integration sector, private investors often view social finance opportunities as riskier than they actually are. Countries can reduce this perceived risk by providing first lost capital – grants for first loss reserves, guarantees, and subordinated debt. Most social funds provide credits or return enhancements. In the UK, the Social Investment Tax Relief programme (recently extended until 2023) offers individual investors a 30% tax credit for investing in a social enterprise.

Beyond these innovations, governments can also improve their internal systems to finance integration more efficiently. Centralisation can help countries achieve economies of scale where measures to not require substantial innovation or local adaptation (i.e. for basic services that every provider should deliver). Financial flexibility is another important issue in integration funding, as this is a necessary lever allowing organisations to pivot in times of stress. Canada noted that flexibility of eligible expenditures under contribution agreements was essential in allowing service providers to license new technologies and focus on staff-retention measures during the COVID-19 pandemic. The Canadian Government allocates specific funding within the Settlement Program to invest in projects offering insights on programme design (Service Delivery Improvements) to improve programme efficiency and effectiveness.

Annex 9.A. Additional information on financing

Annex Table 9.A.1. Fees paid by migrants for introduction measures

	Free for Humanitarian Migrants	Free for Other Migrants	Additional Information
Australia	X	X	
Austria	X	X	Civics and integration course is free, language courses may charge a fee
Belgium (Flanders)			EUR 90 for the language and civics course and EUR 90 for the tests, to total EUR 360 (beginning in 2022)
Canada	X	X	
Croatia	X		
Czech Republic	Language	Language	Adaptation and integration course are fee based (CZK 1 500, but may be partially subsidised in some cases)
Denmark	X		For non-humanitarian migrants, deposit system (DNK 2000, refundable upon completion) is in place
Estonia	X	X	
Finland	X	X	
France	X	X	For those who sign CIR
Germany			Integration course is EUR 2.20 per unit or approximately EUR 1 540 per immigrant. Vocational language course is EUR 2.32 per unit or approximately 928 per immigrant. Fees are based on an income threshold of EUR 20 000 (EUR 40 000 for couples), with an exemption for benefits recipients, and partial reimbursement is possible upon completion. Higher contribution if the participant needs more hours (i.e. for literacy courses)
Israel			Ulpan is subsidised, others may be partially subsidised but not systematically
Japan	X		
Korea	X	X	
Latvia	X	X	
Lithuania	X		Free and paid options exist
Luxembourg	X	Civics	First three sessions of language (240 hours) are subsidised for non-humanitarian migrants, costing the migrant EUR 10 per session
Malta	X	X	
Netherlands	X		From 1 January 2022, the integration exam costs EUR 250 for non-humanitarian migrants. Asylum-seekers now have their course and exam costs covered. Course costs vary but DUO continues to provide loans for exams and courses at approved schools
New Zealand	X		Non-humanitarian migrants must pre-pay language training and pay for non-language measures that are not mainstream
Norway	X	X	Voucher programme for non-humanitarian migrants covers NOK 10 000 worth of language courses. Free for family migrants to humanitarian migrants and Norwegian and Nordic citizens.
Poland	Not systematically	Not systematically	This is determined on a local basis, though language courses are provided free of charge for migrant children in school
Portugal	X	X	
Romania	X		Cost to be set by Education Ministry

	Free for Humanitarian Migrants	Free for Other Migrants	Additional Information
Slovak Republic	X	X	In May 2023, the Slovak Republic will move away from provision of free civics and language courses to a model that requires co-financing of 50% by the migrant.
Spain	X	X	
Sweden	X	Language	
Switzerland	X		Varies by canton
United Kingdom	X		ESOL (English for Speakers of Other Languages) for Integration Fund (EFIF) courses are free to those who qualify for education (residency requirement). Other services vary by municipality
United States	X		Varies by location – adult education courses are funded by the Department of Education and may be free of charge

Source: OECD questionnaire on introduction measures for new arrivals 2021.

10. How can governments assess whether measures are tailored to meet the rationale for integration?

Why is this an issue?

Though increasing attention has been paid to the subject in recent years, methods to ensure evidence-based decision making on integration remain underused. Almost all OECD and EU countries have a strategic framework that addresses integration of at least some key categories of migrants such as beneficiaries of international protection, but few perform systematic evaluation of their integration measures. The lack of evaluation of integration policies and strategies makes it difficult to assess whether new policies achieve their intended goals or merely sound good in theory.

Integration is often a major expenditure for host-countries, and in light of that expenditure, countries should have a vital interest to ensure that their methods, training, and assessment services are relevant and effective in delivering the intended outcomes and that they are continuously updated and improved. This is especially important where participation is obligatory, or where countries have decided to impose penalties for failure to reach a certain language threshold. If migrants are to spend this time away from the labour market, they should do so in a way that will be most beneficial to them in the long run. Evaluation enables countries to understand whether migrants are accessing the right integration measures for their needs, if they are in fact learning the host-country language, and whether the skills and knowledge gained are actually facilitating access to the labour market and helping them meet other integration goals. In the wider sense, systematic evaluations of integration measures can also be understood to constitute a duty towards taxpayers, wherever schemes are financed from the public purse. Evaluation is a necessary condition for effective results-based management and can help authorities avoid overlap and waste.

As integration is a process that occurs over time, improvements in outcomes may not necessarily be tied to policies. Changes will occur even in the absence of any policy. Participation in a programme designed to find jobs for unemployed immigrants may not, for example, but the sole reason that a migrant becomes employed. EU-wide, more than 1 in 3 of the low-educated non-EU migrants who were unemployed in 2018 had found a job one year later, whether or not they participated in an integration programme. For established programmes, where outcomes do fall short of objectives, an evaluation can also help policy makers understand why that is the case. If migrants are not completing the programmes as designed, it may be that the programme is not meeting migrants' needs. On the contrary, it could be that their needs would be met with fewer services. It could also be that communication about the benefits of the programme is falling short, or that targets are set to unreasonable levels during the amount of time allocated. Without data, it is also difficult to argue for changes, especially as each change comes with an investment of both time and money.

The understanding of not only outcomes, but also of the "why" and "how" programmes are most effective, enables authorities to make tailored improvements that could deliver significant return on investment as

the economic contributions of impacted migrants increases. A study of the decision to develop individual integration plans in Finland found that migrants were subsequently offered more language hours and obtained significant improvement in employment outcomes (Sarvimäki and Hämäläinen, 2016[64]). Evaluation can provide valuable lessons regarding what measures could increase attendance by certain hard-to-reach groups, such as women and the elderly, as well as how to decrease drop-outs. An additional benefit of evaluation is knowing which programmes do not work before significant further investment is made. In some cases, insights gained through evaluation have led to programming being discontinued. For example, in Denmark, a decision to reduce welfare benefits in tandem with offering expanded and improved early language classes to refugees was discarded when it showed the reduction in benefits had no positive labour market effects. (Arendt et al., 2020[12]).

How to approach it

Begin by asking what would have happened in the absence of a measure

Countries must consider the risk of self-selection, as outcomes attributed to a programme can reflect participants' individual characteristics instead. This is because the migrants who decide – or who are picked – to participate in measures might be systematically different from those who do not. A migrant's age, gender, or education can impact participation choices and outcomes. Where migrants can self-select, increased motivation to succeed may play a key role in improving outcomes. The desire to find stable employment as quickly as possible, for instance, can positively affect completion rates and learning satisfaction for migrants who chose a vocation course, as opposed to those who are assigned to one. For instance, migrants motivated to choose vocational courses to prepare for rapid employment can affect success indicators such as completion rates, satisfaction with learning and teaching methods.

A proper evaluation always needs a benchmark to assess what would have happened in the absence of the policy – the so-called "control group". Ideally, this control group should not systematically differ from the "treatment group" – that is, migrants participating in the measure – by any other relevant characteristic than programme participation. This is achieved, for example, by random allocation of participants to measures. An alternative is by identifying otherwise similar groups that did not benefit (for example, in the case of certain cut-off points for programme participation or around the margins of a policy change, as Denmark has done recently (Arendt et al., 2020[12]).[31] Canada and several Nordic countries have taken the approach of testing new integration policy instruments via pilots prior to implementation. The Swedish bonus system for successful language course participants, for example, was piloted in the framework of a randomised experiment and discontinued in 2014 after results indicated that the programme was only effective in metropolitan areas (OECD, 2014[65]).

By identifying a group of individuals who are similar *ex ante* to those participating in a programme, policy makers can compare the two groups for an unbiased assessment of the policy intervention. When finding an adequate control-group is not possible, longitudinal studies can rely on merging cross-sectional survey data with administrative records, or on following-up with particular groups. These solutions minimise respondent loss biases and alleviate the need for a counterfactual by allowing the monitoring of the same individuals over time, through data linkage, or of specific cohorts with common characteristics (e.g. refugees by age or gender). They can also reduce the financial costs of longitudinal studies. By leveraging aggregate-level data, collected for different purposes, these methodologies reduce the reliance on ad-hoc data collection, which requires more targeted expenses.

Information about the knowledge profile and possible selection biases of learners can be collected before the beginning of a programme through a pre-assessment. Such an assessment needs to be based on consistent standards that ensure migrants are placed in an appropriate level. Ideally, it will also evaluate learning capacity, using, for example, educational background or tests of structural perception and logical

thinking (i.e. Finland's Testipiste; (Tammelin-Laine et al., 2018[66]). Then, throughout the project evaluation, several check-in periods allow for measurement of medium-term effects. Analysing progress along the results chain allows the evaluator to understand what factors and institutional frameworks (e.g. course size, course duration, childcare availability, use of virtual classrooms) increase success and to what extent, for which sub-groups. It follows that evaluation cannot be an afterthought but has to be factored in from the outset of a project with its allocated budget.

Evaluate introduction measures and continuously monitor the results

Systematic evaluation can provide policy makers with insights and evidence needed to optimise the development of integration programmes. Ideally, integration programmes incorporate a systematic and in-build element of evaluation from the very start (Box 10.1). This allows the programme designers to test the validity of assumptions along the programme chain. Scotland's 'Migration Policy Toolkit' stresses that effective policy implementation and evaluation should also be based on clear intended outcomes from the very beginning, and the involved actors must share the agreed-upon objectives. All relevant stakeholders, from financing (national or local authorities), to implementation (language schools), to consumer (migrants) should be included in the process. National action plans have increasingly acknowledged the need for an in-build monitoring of integration policies using qualitative and quantitative data collection. Lithuania's 'Action Plan 2018-2021' adopted this approach and acknowledged the need to strengthen inter-institutional co-operation between NGOs, public and local authorities. It also identified specific ministries, the Association of Local Authorities, Caritas of the Archdiocese of Vilnius, and the Lithuanian Red Cross Society (Minister of Social Security and Labour, 2018[67]). Reform of Lithuania's strategic management procedures is currently underway, and measures provided for in the Action Plan will be evaluated along with measures financed by the AMIF national programme in 2022.

Box 10.1. Evaluation of New Initiatives, the Norwegian Integration Reform

In Norway, all new public policy should be subject to evaluation, both as means of learning, management and control. Evaluations may not merely be a post-assessment of a new legislation or reforms a given number of years after its introduction, but are also intended as a tool for the responsible units (i.e. ministries/national agencies) to receive continuous feedback to make necessary adjustments in the initial implementation phase. When Norway implemented a new Integration reform from 2021, several actions were taken to evaluate the implementation and effects of the new reform, for example the development of a new set of quantitative indicators of the reforms input, output and outcomes, and evaluations of the new Integration Act and other new reform initiatives. Common traits for (most of) these evaluations are that they: 1) are initiated from day one of the implementation, making it possible to follow the implementation 'in real time', 2) include a baseline of the situation before the implementation of the new policy for comparison, and 3) are conducted by independent actors (research institutes, consultancy firms, etc.) through open tenders. One example is an evaluation of a new policy initiative: an online resource for relevant public actors that are responsible for planning and implementing introductory programmes for newly arrived immigrants. The evaluation is conducted by an independent research foundation, FAFO, and paid for by the national Directorate of Integration and Diversity. The evaluation's aim is to provide answers to whether the introduction of the online resource works as expected, and to provide a basis for continuous improvements, at both the national and the municipal level. The evaluation will follow the usage and implementation of the new resource over a four-year period, with a budget of NOK 1.5 million a year (total budget of NOK 6 million).

Rigorous evaluation may have profound implications for policy makers in determining how much training is necessary, how much flexibility to introduce, and how to identify and improve government-sanctioned course offerings. For example, a recent evaluation carried out for the Estonian Government identified significant unmet demand for language training and made specific recommendations regarding funding to improve the ability to hire enough quality teachers to meet that demand (Estonian Centre for Applied Research (CENTAR) and Tallinn University, 2018[68]). Evaluators made the case for increasing flexible options by evaluating unemployment insurance fund data and tax data to examine two optional tracks offered by the Estonian Government against a control group of those who chose not to take a course, using a matching method. They found that a shorter "training card" course purchased on the market had a shorter lock-in effect and smaller dropout rate (13% v. 25%) than longer courses offered by the Unemployment Insurance Fund. Migrants who took a course had better results finding employment than those who did not, regardless of which course, though the positions were not necessarily higher paying (Kivi, Sõmer and Kallaste, 2020[69]). Estonia systematically studies its integration programme through the Estonian Integration Monitoring, which has been carried out eight times over the last two decades.[32]

Canada, Australia, France, Germany, the United Kingdom and Ireland are among the OECD countries that have undertaken evaluations of their programmes or strategies. Canada regularly requires evaluations to examine programme relevance, management, and impact of its Settlement Program (Immigration, Refugees and Citizenship Canada, Research and Evaluation Branch, 2017[70]). Acting on gaps identified by this evaluation, Canada has also performed a full evaluation of its language training (Box 10.2). Australia (AMEP Longitudinal Survey, see (Yates and Wang, 2015[71]), France (ELIPA 2, ongoing since 2019), and Germany (Evaluation of the Integration Courses, see (Tissot et al., 2019[72])) have launched longitudinal panels, in some cases comparing participants and non-participants. The United Kingdom's 'Inspection of the Vulnerable Persons Resettlement Scheme' has been used to evaluate the efficiency and effectiveness of the 2015 Syrian refugees resettlement programme in terms of risks and success factors of the policy as well as the cultural integration programmes delivered by local authorities (Bolt, 2018[73]). Still, particular attention should be paid to testing the design and organisation of the programmes in addition to its value added. To this end, the Nordic countries have taken the approach of testing the efficiency of new integration policy instruments via pilots prior to implementation. Ireland's 'Monitoring report on Integration 2020' was set to investigate four areas of integration – employment, education, social inclusion and active citizenship – in a European comparative perspective through the use of commonly agreed indicators (ESRI et al., 2020[74]). The report found that non-Irish individuals report to be in better health but present higher risk of poverty, lower incomes and home ownership rates compared to Irish nationals.

Box 10.2. An Evaluation of Canada's Language Training Services

The quality of evaluation exercises depends strongly on the variety of data collected. Canada's 2020 assessment of its Language Training Services aimed at understanding the specific success factors of language programmes for newcomers' language skills progression by leveraging a range of quantitative and qualitative data from all relevant stakeholders, i.e. ministries, service providers and beneficiaries (Immigration, Refugees, and Citizenship Canada, Research and Evaluation Branch, 2020[75]).

Notably in this case, data collection aimed at obtaining comprehensive information on service provision, sample characteristics, and programming outcomes. Data on service provision was based on stakeholder interviews (such as IRCC programme staff, senior management, and service provider organisation) and contribution from an independent expert group through on-field assessments, panel groups, and document review. It introduced surveys to language training instructors, which helped gather information regarding the quality of assessments, appropriateness of the expected outcomes, and the resources provided. Rigorous sample profiling took place through mixed-mode surveys (of clients and a non-client control group) combined with administrative data. The measurement of progression was done by standardised tests (administered ex-ante and ex-post), the results of which were combined with sample profiles to distinguish the effects of different types of services. These were measured further through specific case study analysis of targeted groups such as refugees, employment-related beneficiaries, or women.

This two-year data collection strategy allowed Canada to shed light on the 'what' and 'why' aspects of designing and implementing policies that are most effective, but most importantly, it showed some weaknesses of the national processes in these areas, notably the clarity of employment data collection and cost-effectiveness of the selected standardised tests. Following the analysis, evaluators provided ten different recommendations, which the ministry is integrating in its future policy adjustments.

Correctly attributing migrants' results to programme outcomes is essential for improving existing policies and design better ones. To assess causality, studies should aim to find a counterfactual – a statistically comparable group not subject to the policy under evaluation. The presence of this control group allows measurement of a programme's effectiveness after its implementation. Yet, this sort of evaluation can be difficult to achieve when working with migrants. Measuring the impact of language training, for instance, requires an adequate comparison group that did not participate in the training. This, however, is complicated in cases where participation is expected to be near universal for certain groups. For other policies, the limited number of beneficiaries undermines statistical reliability, and there is a risk the same group of people will be unavailable to re-interview over time. It is also important to note that migrants – especially new arrivals – will have opportunities to integrate in the absence of formal training, depending on their exposure to host-country natives and other factors.

Measure integration measures against all objectives, not just those easily measured

Integration is a complex process that encompasses different aspects of social life. Once in the receiving country, immigrants have to integrate in the labour market, adapt to new institutions and practices, understand social norms, and create links with other groups and individuals in the new society. However, integration is also a significant undertaking for host communities. They are called to create programmes addressing legal and economic aspects of integration, but also to encourage the social, political and cultural involvement of newcomers and their children. Evaluations do not often reflect this multidimensionality – focusing on individuals rather than receiving communities, and prioritising a restricted number of policy instruments, mostly related to the outcomes of economic integration programmes. Despite the importance of economic self-sufficiency, policy makers also need to evaluate the social

aspects of integration to foster a full and equal membership in host societies. For instance, Canadian evaluations of the national 'Settlement and Integration Program' include indicators such as volunteering rates, trust in public institutions, sense of belonging to the country (and province), and how welcoming are local communities perceived to be. Measures also consider the ability of communities to adjust their practices to welcome and integrate newcomers, as well as their retention capacity.

It is important that the instruments chosen to carry out an evaluation are capable of tracking progress and highlight areas of intervention. For instance, satisfaction surveys can help understanding the aspects of a policy that work (and those that do not), showing the channels through which programmes affect beneficiaries. With respect to integration policies, for example, they can show whether participants of vocational training programmes were satisfied with the learning methods and what challenges they encountered. However, findings coming from these surveys cannot be generalised due to their programme-specific nature, and whether an individual is happy may tell us little about their actual progress. Thus, while informative, satisfaction surveys should be considered within a broader evaluation framework that assesses both tangible skills acquisition and the relevance of those skills to labour market demand. A system of comprehensive indicators is a fundamental component of such framework. To avoid becoming unduly burdensome, such indicators should be targeted and precise – something that is only possible where the evaluation has explicit and specific objectives. Once the objectives are established, indicators can be set following the SMART criteria – specific, measurable, actionable, realistic and time-bound. Asking whether the indicators put in place answer those different questions makes the monitoring and evaluation of integration policies sensitive to the needs of both institutions and beneficiaries, as well as optimising resources. In assessing its Integration Act introduced in 2021, the Norwegian Government clearly stated that the evaluation's objective was to measure whether the law was working as intended, rather than producing a management tool for public actors. Given the law's focus on economic independence and early integration in Norwegian society, the indicators suggested for the evaluation were focused on the share of part-time and full-time workers, formal qualifications obtained in the country and language skills (Hernes, Staver and Tønnessen, 2020[76]).

Besides being targeted and well defined, indicators should be set across different policy areas. New Zealand has developed a framework consisting of outcome indicators ranging across five different areas – employment, education and training, English language, inclusion, and health and well-being. Frameworks based on interconnected indicators give a more complete overview of the process of integration as a whole. This translates into richer data for policy makers to recognise potential areas of intervention.

Once appropriate indicators are identified, countries can use benchmarking exercises to assess whether the policies are advancing migrants appropriately. It is essential to develop the right benchmarks based on the right project goals. For example, completion rates of training courses are a convenient benchmark for evaluation of courses, but to understand whether a programme is successful, evaluators should question how training programmes could be measured beyond this metric, in particular taking into account labour market conditions and specific orientation of courses, as well as the profile of the students. Benchmarks also can help countries evaluate their progress relative to similar countries. The NIEM – National Integration Evaluation Mechanism – is organised around this rationale and aims at evaluating factors influencing the successfulness of refugees' integration policies on three main levels: the general legal and policy framework, the efficiency of implementation, and degree of collaboration between relevant parties. The tool, used in several EU countries, includes housing indicators that measure access to property rights, representation, the provision of targeted housing advice, counselling, and partnership on housing with expert NGOs (Wolffhardt, Conte and Huddleston, 2019[77]).

A full evaluation should also collect and process the information needed to identify which aspects of the programme are working well, rather than simply tracking markers of success. Evaluators should identify what migrants are learning and putting to use, then use that information to determine what aspects of integration might need more attention. Progress of the learner, mentoring, and dissemination of appropriate

advice may be more important than outright achievement. Determining whether course participants are learning may require multiple methods, including satisfaction surveys, self-assessments, completion certificates, and portfolios. Evaluating the quality of courses could also involve monitoring service-provider performance and accreditation.

Examine short-term versus long-term effects of integration measures

A country seeking to evaluate its integration measures must start by acknowledging that integration is a long-term process and that therefore, a long temporal horizon has to be incorporated in the structure of any measurement exercise. Evaluations should take place over time and be repeated consistently. Ideally, migrants should be evaluated at (or prior to) arrival in the host community. An early evaluation enables governments to map current skills as well as potential capabilities and difficulties. This information is relevant for designing needs-based language and training classes. Frequent quantitative and qualitative longitudinal studies on programme beneficiaries have the additional advantage of examining specific outcome metrics more closely. For instance, the United States conducts the Annual Survey of Refugees (ASR), a study that follows refugees in the five years after their arrival and serves as a registry of data for monitoring how they are adapting to their new lives in the host country. Conducted as a longitudinal study until 2016, the ASR monitored the progress of refugee families in terms of English proficiency, workforce participation, formal education, and permanent residence in order to better allocate resources for their support (Office of Refugee Resettlement, 2018[78]).

If improved labour-market performance is the goal, important questions also include whether migrants are likely to become self-sustaining enough to leave social or unemployment benefits or likely to take up a more highly qualified job, including in the longer term. In this context, it is interesting to assess whether vocational courses provide a greater chance of success in comparison to general language courses with the same target level. When feasible, checking in with migrants after the completion of the course to obtain information about labour market outcomes would better enable longer-term assessments of the added-value of programmes, for example regarding whether participants are not only able to find, but to sustain, employment.

Beyond tracking programmes' effectiveness, these data collection practices enable the study of intergenerational differences in terms of integration outcomes. Indeed, the integration challenges of native-born children of immigrants – which are different from those faced by their parents – also differ across hosting societies and according to the origin country of their parents. In 2016, Norway launched its 'Children of Immigrants Longitudinal Study' (CILS) project, to run through 2025, with the goal of investigating the intergenerational integration of immigrant children in terms of social, economic, cultural and educational outcomes through survey and administrative data. The CILS design, which has been implemented in Belgium, Germany, the Netherlands, Spain, Sweden, the United Kingdom, and the United States, is a comprehensive, standardised method for studying the integration outcomes of children of migrants.

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Notes

[1] For a discussion of what it means to be integrated, see (European Commission, 2022[89]).

[2] Policy makers should also understand that the country's perspective on integration might change according to its needs. In recent years, Canada's policy has changed to respond to its own domestic considerations and the increasing diversity of the foreign-born population (Griffith, 2017[83]).

[3] One key observation of OECD work in this area is that immigrant mothers' labour market participation can have a crucial impact on the outcomes of their children, and particularly their daughters. Having had a working mother when the child is age 14 increases the employment probability for native-born children of immigrants from a non-EU country by about twice as much as for their peers with native-born parents (4 percentage points). For daughters of non-EU-origin women, the difference is most pronounced: having a working mother instead of one staying at home increases daughters' employment rate by 16 percentage points (OECD, 2020[6]).

[4] In the United States, immigrants are much more likely than the native-born to start businesses. According to the Kauffman Index of Entrepreneurship, in 2016, the percentage of adults, both U.S.-born and immigrant, who became entrepreneurs in any given month was 0.31 percent. The entrepreneurship rate for immigrants during the same time period was 0.52 percent, about twice the rate of the US-born (0.26%). Of all new entrepreneurs in 2016, 29.5 percent were immigrants (Ewing Marion Kauffman Foundation, 2017[84])

[5] Dedicated publications in this series deal with the specific challenges and integration measures for humanitarian migrants (OECD, 2016[88]) and family migrants (OECD, 2017[22]).

[6] Norway's voucher allows for self-purchasing of around 80 hours of language training and can be used for both online classes and in-person training.

[7] This percentage includes both the Accompanying Family and Family categories. Family migration was particularly hard-hit by COVID-19 in 2020, declining by 35%. In 2020, free movements made up 32% of permanent migration to OECD countries, compared to 31% for family (accompanying family remained stable, at 6%) (OECD, 2021[1]). It is likely, however, that this is a temporary drop due to the pandemic, rather than a trend.

[8] For information about how the Annual Survey of Refugees is changing, see https://www.acf.hhs.gov/opre/blog/2021/03/introducing-new-annual-survey-refugees-asr-2020.

[9] For the support payment for humanitarian migrants, a single adult person receives EUR 278, and a minor receives EUR 194. A husband and wife are eligible for EUR 278 + EUR 194 (EUR 472). The monthly benefit is EUR 139 per adult and EUR 97 for a minor. A couple may receive EUR 193 + EUR 97 (290) (https://www.pmlp.gov.lv/en/media/1645/download).

[10] These are addressed in detail in another volume of the OECD Making Integration Work Series, Young People with Migrant Parents (OECD, 2021[44]).

[11] Israel implemented a dedicated programme for longer-term residents who have not completed Hebrew studies in the framework of the regular programme for new arrivals. “Second Chance Ulpan” classes are proposed at various levels with flexible hours.

[12] Barcelona, Refuge City from the Barcelona City Hall: https://www.ciutatrefugi.barcelona/en/welcome-barcelona.

[13] A recent evaluation of refugees in Germany found that women are particularly impacted by language barriers to labour-market access, as those who worked in their native country are more likely to be experienced in education or care fields, where a high degree of language competency is demanded (Brücker et al., 2020[43]).

[14] While gender inequality exists in the labour market for both the native and foreign-born, it is more significant for migrant women. OECD-wide, immigrant men, 77% of whom have jobs, are slightly more likely to be employed than their native peers, where the share is 74%. The reverse is true among women, with 59% of the foreign-born and 60% of the native-born are in work (OECD/European Union, 2018[2]).

[15] Germany’s mbeon project: https://www.mbeon.de/en/about-the-project/.

[16] Settle Estonia: https://settleinestonia.ee/programme/.

[17] France’s Scheme for the Professional Integration of Refugees: https://www.gouvernement.fr/en/scheme-for-the-professional-integration-of-refugees.

[18] Funded by the German Federal Ministry of Labour and Social Affairs (BMAS) and the European Social Fund (ESF), the Network “Integration through Qualification (IQ)” programme works to strengthen intercultural competences among labour market stakeholders and to help migrants attain employment appropriate to their education (https://www.netzwerk-iq.de/en/).

[19] The Immigrant Citizens Survey asked immigrants to assess their needs for integration and evaluated how effective policies were in meeting these needs. A pilot took place over 2011 and 2012 in Belgium, France, Germany, Hungary, Italy, Portugal, and Spain. See http://www.immigrantsurvey.org/about.html.

[20] A tax-free “Danish language bonus” of DKK 6 242 (in 2019) is available to refugees and family reunited with refugees who do not receive social benefits and have passed a Danish language course Level 2 or higher. Municipalities receive subsidies when a refugee or family member obtains employment, starts education, or passes a final test in Danish. For each eligible migrant to pass a final test in the Danish language, the municipality receives a subsidy of DKK 33 959 (in 2019).

[21] Language acquisition is critical for refugee women in particular. Research shows that refugee women who become proficient in their host country’s language are 40 percentage points more likely to be employed (Liebig and Tronstad, 2018[20]).

[22] Integration agencies in several countries have noted women may not be able to participate in regular courses for “family or cultural reasons,” but may be more likely to access programming if classes are homogenous or if they are clearly informed of their rights alongside their husbands (OECD, 2017[79]). Moreover, research into academic performance of women and girls suggests that outcomes and attitudes may be slightly improved in gender-homogenous learning environments (Dustmann, Ku and Kwak, 2018[80])

[23] *Women in the Workplace 2017*, a study by LeanIn.Org and McKinsey & Company, noted the importance of programmes to ease employees’ transition to and from extended leave (though only a minority of companies provided them in 2017) (Krivkovich et al., 2017[85]). Such policies can be impactful for women, particularly for those with partners who are in full-time employment. *See also*, Rebecca Knight, *How to*

Return to Work after Taking Parental Leave, Harvard Business Review, 2 August 2019, https://hbr.org/2019/08/how-to-return-to-work-after-taking-parental-leave.

[24] The lever of social housing measures depends on the size of the social housing market in the overall housing market. The share of social housing is above 10% in eight OECD countries: the Netherlands (38%), Austria (24%), Denmark (22%), the United Kingdom (17%), France (14%), Ireland (13%) and Iceland and Finland (11%) (OECD, 2021[86]). There are also wide differences in the functioning of the social housing market, including the parameters that govern access and distribution. Inclusionary zoning, throughout which private developments are required or incentivised to provide affordable housing, can increase supply available to migrants. On the other hand, radical urban renewal projects such as large-scale demolitions and rebuilds, designed to improve housing and reduce disadvantage in some neighbourhoods, appear to have the unintended consequence of making housing more expensive, exacerbating the shortage of affordable housing and leading to displacements (OECD, 2021[1]).

[25] Worse mental health is defined as one standard deviation increase in the Kessler Mental Health Score. On the Kessler-10 depression scale, low scores indicate low levels of psychological distress (0-15 indicates that the individual is likely to be well), and high scores indicate high levels of psychological distress (30-50 means there is a high risk of anxiety or depression).

[26] Similar strategies may also be used to incentivise mainstream service providers, such as the public employment service, to enrol migrants in their programmes even though they are viewed as more challenging cases that use greater resources. Compensating such services only when a specific result is achieved or based on the number of clients served does not recognise that some individuals may require extensive intervention. Job-seeker classification instruments, such as those used in Australia's Jobactive programme, help employment services offices identify individuals in need of additional assessment or supports and to design activities to assist them.

[27] The municipality of Wroclaw introduced a volunteer-based "Tongues of the World" programme to encourage more migrants to access language courses and participate in intercultural communication. See https://www.wnjs.pl/en/about-the-project/.

28 Various studies have concluded that language is a means to transmit culture. Language is shaped by culture because it is the primary means of communication within a culture. Thus, it is recognised that cultural proficiency can enhance language learning and vice versa. (Crawford-Lange and Singerman, 1990[81]); (Nguyen, 2017[82]).

29 At the same time, significant research exists to support the theory that people take greater advantage of free offerings. The issue is complicated, but likely depends on other factors that lead individuals to value the product or service being offered. See, e.g. Shampanier, Mazar and Ariely (2007[90])).

[30] Investors increasingly note that exclusion of migrants from economic, social and financial opportunities, such as access to affordable finance, leads to missed opportunities for the investor's portfolio. Micro-finance of migrant-owned or – serving businesses has emerged as a popular low-risk entry point to migrant-lens investment (Hachigian, 2016[87]).

[31] In Denmark, a decision to reduce welfare benefits in tandem with offering expanded and improved early language classes to refugees was discarded when it showed the reduction in benefits had no positive labour market effects. The study did find that increased course hours and quality improvements, notably through a focus on teacher training, yielded long-term benefits in spite of a significant lock-in effect.

[32] https://www.kul.ee/en/estonian-integration-monitoring-2020. Full report is available only in Estonian.

Making Integration Work

Introduction Measures for Newly-Arrived Migrants

The OECD series *Making Integration Work* summarises, in a non-technical way, the main issues surrounding the integration of immigrants and their children into their host countries. Each book presents concrete policy lessons for its theme, along with supporting examples of good practices and comparisons of the migrant integration policy frameworks in different OECD countries. This sixth volume presents a set of considerations for policy makers in designing introduction measures for newly-arrived immigrants and includes a mapping of national practices.

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