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MANAGING INTEGRATION AND IMMIGRATION: IMPELLENT QUESTION OF THE EUROPEAN UNION

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ABSTRACT

The Immigration issue was, during quite long period of time, a disputable concern within the European territory. European countries, as many others, require a certain degree of qualified immigration, due to developments of the labour market. Along with the issues of immigration and migration, the matter of **immigrant's integration** is becoming the focus point of consideration for the European Union as a whole, its single Member States and various other international organizations. The matter of integration has been imbedded in immigration policies because of the discovery that migration of labour throughout Europe, which was considered to be an interim feature for EU's Member States, has transformed to the permanent one. Another reason is the fear that badly integrated immigrants might become an extraordinary problem for the population's majority.

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I. Introduction

Integration is comprehended as the continuous process of immigrant's involvement in relationships and institutions of the receiving society. The aspect of immigrant's integration into a given country is scoped primarily on the national level – Member States of the EU. The above-mentioned approach makes sense in cases of policy-making, developing administrative and legal frameworks, as well as for disseminating and collecting statistical data. However, in reality integration occurs in very specific indigenous context. The immigrants have to adjust to the native population, as well as to the established institutions, and, probably the other way around. Studies of the phenomenon of the Integration, in social sciences, have created various expressions, for instance: '*adaptation'*, '*absorption'*, '*assimilation'*, '*race relations cycle*', '*inclusion*', '*acculturation'*, and, finally, ***'integration'*** (Heckmann, 1992).

On the other side, *policy for immigrant integration* is essential for the *social cohesion* of the European Union and its societies, and thus is indivisible from immigration policies. Discussion on the issues of integration of immigrants is an emerging topic in the EU's agenda – it is on its road to Brussels. The present study is accomplished within the scope of a theoretical framework that comprehends a wide number of theories, because of the complication of the integration issues.

1.1. Problem Definition

As we mentioned above, immigration concerns have become a major issue in the European research agenda. The main dilemma in front of the EU is the challenge of creating a real common supranational immigrants integration policy. The reason for that is the sensitivity of the Integration issue for the state sovereignty. Some argue that it needs to be analyzed and consequently resolved in the supranational level, which means that independent national policies will be insufficient to confront an immigration crisis. But at the same time, others urge that considerable concerns like immigration issues must be viewed at the national levels.

Immigrant integration is a crucial part of migration policies. Integrating the existing immigrant population to the society, if poorly implemented, can create serious socio-economic problems and in fact is creating, as many Europeans consider immigrants as a burden and a threat to their society. If the state does not succeed in such policy, they run the risk of having ethnic segmentation and face hostile reactions from the native population. It is remarkable therefore to examine if there is a common European policy regarding this and what kind of policies are constructed, and should be pursued to gain the wanted result. This specific area of immigration policy is not researched well enough, that is why we have chosen this interesting issue in order to open up new tendencies in it.

1.2. Research Questions and objective of the Study

The objective of the study is to gain understanding, describe and analyze the EU and national levels' responses to immigration concerns facing the European countries, specifically in the field of immigrant integration. Our intention is firstly, to examine European integration process in the field of immigrants integration, secondly in the area of policy/decision-making and intergovernmental/supranational discourse and thirdly, for making our study more specified, to explore the possibilities of EU level immigrant integration policy.

For the truth-seeker, the aim is comprehension of the process of absorption, thus among the questions to be answered are the following: *Can it be comprised without special distress for its economic aspect? Does empirical verification support the propensity of anthropologists and sociologists to pay no heed to economic integration? Do not patterns, such as employment, job status and family wealth, of insignificant importance while amplificate the huge process of absorption of the individual settler?* From the matter-of-fact view, a response to this last question is vital for formulating absorption policies and distributing resources to support the integration of individuals and families.

Our aspiration is to satisfy both the theoretical and the practical points by finding the answers to the following questions: *What is the consequence of economic integration in the amalgamation process as a whole? How does it influence other facets of absorption? In*

what way does it support the creation of a multicultural society? What are the main factors swaying the economic integration?

1.3. Study Delimitation

To serve the purpose of the paper, we have concentrated our research on mainly two parts: EU immigration policy and immigrant integration. Due to the magnitude of the research area, we have several limitations to our study. Firstly, the study doesn't include the intra-EU immigration policies (immigration within EU countries itself), our focus is extra-EU immigration and Third Country Nationals (TCNs) that are in Europe. Secondly, policies regarding legal immigration are the main center of attention, that is to say illegal immigration is largely excluded. Thirdly, the EU level policy-making and decision-making framework and the role of institutions are more emphasized rather than the policy context. Finally, only immigrant integration policy among vast immigration issues is studied as a case to broaden our understanding.

II. Research Methodology

In our research study of the topic we used mainly qualitative methods for research in order to make a detailed analysis of the selected area. The definitive advantage of such method is that the researcher could apply several strategies and methods at once. For instance, Punch indicated that it has high level of 'flexibleness', and therefore it could be employed in the broad scope of purposes and could be changed along the progress of the study (Punch, 1998). Due to the fact that the paper will analyze integration, policy instruments and their implications on the society and the immigrants themselves, the process as itself is what is being studied. Interpretive and constructionist features of qualitative analysis are essential for our case, since policy instruments are proceed by individuals and socially constructed. The meanings of the words, as well as their interpretation are very important for the qualitative method of analysis.

Nevertheless, the combination of various approaches could increase the power, depth and scope of the research, since it is quite often hard to draw a comprehensive pattern by using

one method. Based on the given framework, as 'quantitative research emphasizes quantification and numbers in the collection and analysis of data and qualitative research emphasizes words'(Bryman, 2001), employing both methods will allow us to use their advantages in order to make better analysis and research on the related matter and, of course to omit disadvantages. For instance, when exploring integration as a process and topic that is changing over time, the qualitative method is useful in regards to 'processual' issues, and when statistic and structural features of institutions and social life is the focal point, the quantitative method is helpful.

2.1. Research Design

According to Bryman the research design is defined as 'framework for the collection and analysis of data' (Bryman, 2001). Due to the fact that we decided to plug into a certain subject, the most comfortable research design for it is a case study. Yin argues that a case study should consist of an empirical examination that investigates a contemporary phenomenon within its real-life context, while the boundaries between case and context are not clearly evident and in which multiple sources of evidence are used' (Yin, 1995).

It should be mentioned that we employ the case study method so that we could plug into a rather wide aspect and more deeply investigate narrowed fields. Consequently these would lead to the study with two dimensions – each of them would describe the subject in a certain feature. In exploration of the particularities for the case studies, Keith F. Punch concluded that the major motive for using them is the opportunity to dig deeper and get a better understanding of a certain case, taking into consideration the context of the issue. In the research of a specific aspect, case studies rank high among the overall research strategy methods, due to the fact that the case study could apply several methodologies, for instance content analysis, interviews and so on (Punch, 1998). The holistic focus of the case study is targeted to understand and preserve the unity/wholeness of the subject, and therefore is adequate since the issue of integration will be investigated in the context of wider immigration matters.

2.2. Data Collection and Analysis

The research methods for collection of data by itself entail the method. For our purposes we will use numerous sources of data collection and data, since the framework for case studies make it affordable and easily accepted. Thus, qualitative data will be applied in triangulation with quantitative data in order to support and facilitate the major arguments used in the research. Bryman distinguish triangulation as a usage of more than one single source or method of data research that could act both across and within the chosen research strategies (Bryman, 2001).

In order to back up qualitative data, quantitative data is used in the form of statistics from official sources and in the form of secondary analysis of data gathered and investigated by other authors. The advantages of the secondary data are obvious, for example: delivering high quality data produced by usually professional and experienced researchers and reducing time and cost spent on research. Nevertheless, the complications in the usage of somebody's data in your individual objectives should be taken into account while doing research, as well as the complexity and structure of the data.

However, in comparison to the qualitative method, the collection of data has been concentrated on: primarily on the initial documents of the European Union's institutions in the form of state official documents, communications, treaties, speeches of EU officials; secondary, critical review of scientific literature, articles, journals and books. Probably one of the most usual data used in the scientific research is documentary data, since it commonly could supplement all sorts of studies, indifferent to the subject. Institutions and State are sources of huge volumes of information which could be employed in research for uncovering their official standing, their role in the policy process, as well as evaluation ongoing research. These documents have been obtained chiefly via the official web sites of the European Union and the major institutional level legislative text (treaties) and documentation in order to achieve more systematic method. Review of the secondary literature makes it possible to analyze empirical and theoretical methods and approaches relating to the issue of integration. In order to focus on the relevant materials for the case study the 'purposive sampling' method will be used. However, according to Bryman the process of collecting secondary data and documents related to the scientific research might

be frustrating, and therefore may require interpretational skills in order to define the proper meaning of the material.

2.3. Review of Relevant Literature

The subsequent variables serve as grant in complex process of economic integration of immigrants: prestigious occupations of husband and wife, age before 30, limited number of family members, residence in proximity to urban area in contrast to living in a small town or village, and period of stay in the host country.

Economic integration is aimed at helping potential citizens to make their own living. It is possible to speak about positive ways out when both husband and wife are employed as skilled workers, are young in age, when they have a small family, when they live in a close distance to a metropolitan area, and when the period of their being in the new country exceeds than that of the others. Immigrants' ethnicity, education or ability to use unique language rather than the local is not in the weight.

Eisenstadt in his book *"The absorption of immigrants"* mentioned that the first mission of all new comers is to make a living of their own in their new country (Eisenstadt, 1954), but there is no link between individual immigrant and the significance of economic integration in his indexes of full amalgamation: 1) **acculturation** — the experience of new models of behaviour, traditions and customs, and the mixture of these new patterns; 2) **personal amendment** — several or no indicators of personal inadequacy, such as suicide, criminal behaviour, offense, mental sickness; and 3) **institutional scattering** — when immigrants are not contemplated in any of the local sectors of the economic, political, ecological or cultural spheres, and so far are closed down to have a separate community. This last index has an economic origin, but it is appraised from the point of view of the integrating society and not from that of the individual needs.

Gordon formulated a general theory of absorption, counting both cultural patterns and social elements (Gordon, 1964). He acknowledged seven logical stages in the procedure of the amalgamation of a group into a host society. There is no economic integration in this scheme.

From Taft's concern, the assimilation process can be apprehended as managing five aspects: cultural environment, social relations, membership identity, interaction between new groups, and conventionality to group norms (Taft, 1966). These indicators of assimilation are staying apart from economic factors such as integration into the labour market.

In Europe, there has been until recently a primary focus on the nation state and also on national policy as the principal determinant of trajectories or types of immigrant integration. These different patterns of immigrant incorporation were thought to consist of the traditional immigration countries of the "New World", the post-war immigration countries of Northern Europe, and the exclusionary countries of the Middle and Far East, for example. Within Europe itself, various typologies of immigrant integration have been suggested. These include patterns based on the citizenship/immigration nexus, within which the mechanism of citizenship attribution '*ius soli or ius sanguinis'* – attribution of citizenship by birthplace or by parental nationality relatively is viewed as either a determinant or a symptom of a particular societal value system in dealing with newcomers. In this particular paradigm, France is positioned as the "assimilationist" nation state (Hollifield, 1997); the UK as tolerating ethnic minorities as permanent residents (Rex, 1991) and Germany as the "temporary guestworker" state, which until recently denied that Germany was a country of immigration (Brubaker, 1992). Similar inductive models can be found in many works, with various labels such as "differential exclusion", "assimilationist" and "pluralist" (Castles, 1995).

These models are now looking less and less useful, for a variety of reasons. First, they imply fixed or, at least, inertial civic conceptions, which are deemed unlikely to change significantly; secondly, they exist at the national or country level, with no regards for regional or urban/rural differences; and thirdly, they focus upon ideology and legal formulations, rather than other tangible outcomes. Recent work has tended to suggest convergence of immigrant integration patterns in Europe (Niessen, 2000; Heckmann, 1999); the existence of major regional or city variations, extending way beyond most visible national differences (Koff, 2002; Alexander, 2003); and some questioning of the relevance of such abstract models and the research questions being asked (Vermeulen, 2004). However, we should not be misled by the observation that different *national*

ideological patterns of immigrant integration policy seem to have produced comparable outcomes. *Structural differences*, for example in the bureaucratic approach to managing legal residence, or the education system, or regulation of the labour market, appear to be crucial in determining different outcomes in specific policy areas (Crul and Vermeulen, 2003).

Vermeulen (2004), rehearsing the arguments of Portes and others, talks about "modes of integration" relevant to different ethnic groups within a society. These are:

- ***Classical assimilation***, in which immigrant groups after several generations of upward social mobility lose their cultural distinctiveness. Effectively, the ethnic group disappears for most social purposes. Although now challenged, on the grounds of existing only for highly educated migrants, there are recent defences of its general applicability (Waldinger and Feliciano, 2004).
- ***Underclass formation***, where social mobility is low and immigrants over several generations remain stuck at a low level of education, employment and social status.
- ***Integration through ethnic communities***, in which the self-sufficiency of distinct ethnic groups (e.g. Muslims or Jews) usually with strong entrepreneurial skills, locates them in separate economic and social niches. Although crude economic indicators may suggest a high level of integration of workers in such a community, their integration is actually within ethnic economies and is accompanied by lack of social inclusion in the mainstream society.

These modes are not models of integration: they apply to specific ethnic groups rather than to receiving societies, and may indeed be more linked with the migrants' pre-migration histories rather than characteristics of the receiving society. Clearly, such an analysis challenges the primacy of the institutional modes and operation of receiving societies, and attaches much more importance than previously to the behaviour of migrant groups.

What should be apparent here is that the integration of immigrants is a complex phenomenon: it occurs over an extended period of time; has multiple actors and variables; and is a multi-faceted process, requiring serious and detailed analysis. Thus, the previously-accepted national models of integration in Europe now appear simplistic if not erroneous, and the search is on for new analytical explanations of immigrant integration.

Theoretical Literature

As we used several theories in the study, the theoretical literature varies also. Several theorists' perspectives were considered very useful. For general integration theories, a book by Rosamond, 'Theories of European integration' is a good source. Particularly, the theoretical approaches of Putnam, Bulmer, and Moravcsik on liberal intergovernmentalism and two level games shed light on this study. They are important researchers on such issues. On the other hand, the new institutionalism analysis was largely based on Rosamond's book, and Pierson, North and Armstrong's approaches. Wallace's book on 'Policy-Making in the European Union' is also a very practical theoretical analysis of EU affairs. The broader and more detailed analysis of theories will be given in the theoretical part of our research.

Empirical Literature

Empirical literature used for the research entails different sources. It is worth to mention that although there is a great amount of empirical studies on EU's general immigration policy, the material on immigrant integration in EU level is very scarce. Only some specialised articles and policy papers entail information about it. Geddes, Ucarer and Puchala, Barbara Melis, Baubok has interesting studies on immigration policies of EU. They all are qualified specialists on this issue. For specifically integration policy, official reports and communications of EU institutions were very helpful. The working papers of Niessen, Penninx on this issue was very supportive as well. Accordingly, online database of EU was used extensively. And some electronic articles from internet on immigrant integration issues were of importance to have whole picture about the issue.

2.4. EU's framework on immigrant integration

Consolidating the legal framework on the conditions for entry and staying of third-country nationals is essential for the development of a coherent EU approach to integration. Legislative instruments are already in place concerning family reunification, long-term residents and qualification of third-country nationals or stateless persons as persons in need

of international protection[1]. They recognize rights such as, depending on the legislative instrument, access to employment and to education/training and equality of treatment. EU legislation on anti-discrimination supports this legal framework (European Community, DG Employment, 2008).

In 2004, the European Council adopted The Hague Programme strengthening freedom, security and justice[2]. It underlined the need for greater coordination of national integration policies and EU activities based on common basic principles.

The Council adopted the Common Basic Principles for Immigrant Integration Policy in the EU (CBPs)[3] and in September 2005 the Commission put forward "A Common Agenda for Integration" which provides a framework for the integration of third-country nationals in the EU (Communication of the European Commission, 2005). The cornerstones of this framework are proposals for concrete measures to put the CBPs into practice, both at EU and national levels[4]. Furthermore, the Common Agenda provides supportive EU mechanisms to facilitate this process developing a distinctive European approach to integration through cooperation and exchange of good practice.

The network of National Contact Points now includes the active participation of all Member States. It has become an effective mechanism to exchange information and identify priority areas and it plays an important role in ensuring that efforts at national and EU level are mutually reinforcing.

To continue the political debate initiated at the first Ministerial Conference on integration of Groningen in 2004, an Informal Meeting of EU Ministers Responsible for Integration was held in May 2007 in Potsdam. Council conclusions on the strengthening of integration policies in the EU by promoting unity in diversity were adopted in June 2007 as a follow-up to this event.

[1] Council Directive # 2003/86 on the right to family reunification; Council Directive # 2003/109 concerning the status of third-country nationals who are long-term residents and Council Directive # 2004/83 on minimum standards for the qualification and status of third-country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted. A legislative proposal to extend rules on long-term residence to beneficiaries of international protection is adopted, COM (2007) 298

[2] Council Document # 16054/04

[3] Council Document # 14615/04

[4] The European Parliament, the Committee of the Regions, the European Economic and Social Committee and welcomed the developing of the EU integration framework in their respective opinions

III. The concept of immigrant integration

Immigrant's integration could be described using different aspects. Various scholarly authors do focus on different perspectives of integration, partly towards their dissimilar scientific approach. It also could depend on various sorts of processes and conceptualizations it is supposed to have. The processes incline position is undisguised, and thus could be found in the various historical routes throughout the EU territory concerning the way immigrants integrate into society. Nowadays, integration is used synonymously with the term social cohesion (Entzinger and Biezeveld, 2003), in case of those societies in which levels of social cohesion are respectfully high and immigrants are well integrated.

The Economic and Social Committee (ESC) presses forward the definition of the civic integration, "based on bringing immigrants' rights and duties, as well as access to goods, services and means of civic participation progressively into line with those of the rest of the population, under conditions of equal opportunities and treatment" (ESC, 2002).

The European Commission, in its recent Communication, proposes that "integration should be understood as a two-way process based on mutual rights and corresponding obligations of legally resident third country nationals and the host society which provides for full participation of the immigrant (CEC, 2003).

According to another explanation, suggested by one of the academic analyst in the field, Integration is the "process by which immigrants become accepted into society, both as individuals and as groups" (Penninx, 2003). The author argues that the role of the host society is a critical unit for the process in a complicated consecution, including a huge scope of players – firstly immigrants, governmental institutions, local communities and host societies. According to these analyses, the unbalanced circulation of authority between the recipient societies and newcomers imply that it is the first mentioned above which has the greater influence in moderating and establishing rules in concern of the outcomes. The failure with all these definitions is their unavailability to put in a nutshell the utter complexity and variety of Integration.

3.1. Various interpretations of 'integration'

Usually Integration is applied as a term, however as a concept it is rarely defined. Numerous academic disciplines are employing the concept of Integration. Among them sociology is the most appropriate for our purpose. Analyzing integration from a macro perspective, we may say that it relates to a feature of social system, namely society. The higher the level of integration a society has, respectively the closer and more intensive its connections between each other of its constituent parts are (individuals, groups and institutions). Recently, the concept of social cohesion has been employed broadly as it equivalently explains Integration as a feature of certain societies.

According to Lockwood in his sociological theory of social systems, we have found the concepts of social integration and systems of integration (Lockwood, 1964). Integration's systems are the product of operating of different institutions, mechanisms and public organizations – the state, the legislative authority, financial institutions and corporate markets. Social integration, in a compare, relates to the role of individual in a system, the formation of relationships in between of the individuals and their positions towards the society. It could be performed as a result of the mindful and goaded interaction and collaboration of individual persons and groups.

Esser believes that four forms of social integration - acculturation, placement, interaction and identification – are indispensable to the conversation of integration (Esser. 2000).

Aculturation or more common socialization is the route by which a person gains the understanding of cultural standards and experience needed to interrelate successfully in a society.

Placement shows that an individual acquiring a certain position in society – in economic sphere, educational, in career. Placement means an opportunity to receive rights according to the position, establish various cultural relations and to deal with economic, social, cultural capital. Acculturation serves as a prerequisite for placement.

Interaction is the arrangement of relationships and systems, by individuals who participate in reciprocal relations. Among them are friendships, romantic relationships or marriages, or more general membership of social groups.

Identification passes on an individual's recognition with a social system: the individual acts as part of a mutual body. Identification has both educational and expressive aspects.

These Esser's forms of social integration will be used for the later definition of dimensions of immigrant's integration.

3.2. Immigrants profiles

Clearly, a key element in integration process is connected with a question: "Who could be considered as an immigrant?" The answer is tacking in the European Union space, for plenty motives:

i. **Nationality of the recipient society.** There are many among immigrants who actually gained the nationality of their receiving country and, therefore, are no longer considered as immigrant anymore. Immigrants from former colonies of the Netherlands and the United Kingdom are an evident example of such distribution. The existence of the migrants' realities could be obscured by statistical data bases. Measures for the necessity of integration could be hassled.

ii. **Acquirement of the nationality of the host country.** Some of the EU countries could grant citizenship in measures of 5 years of living in the country or so, thus eliminating such immigrants from statistical data base. On the opposite, as Baldwin shows, EU Member States supporting '*ius sanguinis*' (namely, Spain, Italy, Greece and Germany - citizenship provenance through parental connections, as divergent to place of birth] put down whole volumes of immigrants children, such as second and third generation of immigrants. And friendly speaking, Southern EU countries are becoming indisposed to grant citizenship to immigrants (Baldwin-Edwards, 1997), as a result making foreign population more perceptible.

iii. **"Migrants by ethnicity".** These groups of immigrants, remarkably Aussiedler (ethnic Germans), which moving to Germany, are provided with special status and considered as non-immigrants, in spite of the fact they are required for professional assistance, likely all others newcomers.

Taking into consideration the categorization described above, the aim over time is to vague the veracity of immigration and hamper relative research. Particularly, the amount of new settlers is minimized in France and in the UK, while Germany and southern Europe are familiar with overstating. Moreover, the existence of 'ethnic migrants' in Germany and Greece influence further alteration of data: migrants in second or even third generation (usually well integrated) are thought about as strangers, while latest immigrants in Germany or Greece are not present in the list of aliens. In some EU countries, for example, Denmark and Holland, foreign born, as well as their children are recorded as immigrants. Such attitude supports the maintenance of social integration (Entzinger & Biezeveld, 2003).

3.3. EU immigrants integration policy

According to the European Parliament Report, the European Commission has got the power to make proposals and legislation on the issue of immigration only after the Amsterdam Treaty was signed (EP, 2003). On the way of legislation making the Commission had to issue sufficient Communication dated in year 2003 and tackled to the other European Union institutions (CEC, 2003).

The Communication is streamed to deal with hot matters of immigrants' integration within the territory of European Union. It promotes an integral methodology, focusing on six main elements to be taken in devising a policy strategy (CEC, 2003):

- Creation of new working places and labour market integration
- Rising level of education and improved language skills
- Urban planning and housing
- Social security and health
- Creating a cultural environment and atmosphere
- Creating a multicultural society

3.4. Economic Integration of Immigrants

The role of economic integration in this intertwined scheme is an interesting area under discussion from both the hypothetical and the practical points of view. A closer look into some countries has revealed that immigrants settled in small provincial towns are less integrated in nearly all regards than those living in metropolitan areas. One of the

assumptions offered is that immigrants accomplish success where there is a reasonably large neighborhood of their own nationality (Taft, 1966). Growing towns are in general differentiated by sensibly large communities of the same national origin; does this fact speed up immigrant's integration? A wide-ranging revise of integration demands the survey of both the immigrants and the host society.

Our investigation designates that economic integration of immigrants is segregated from other absorption processes: it does not sway other aspects of absorption, nor is it related with the scale to which the immigrant is embedded in his new society. This comprises empiric verification of the theoretical approaches which hassle the cultural and social factors and reflect on economic factors to be tiny in the study of the process of absorption. It comes in line with the windings up of other empirical researches, for example Australian research deliberated by Taft (1966) "the overall effect in assimilation of the occupational status may not have been as great as may appear to be the case on intuitive grounds."

Nevertheless, we do not bring to a close that the intensity of economic integration is unrelated to absorption. We do not eliminate the assumption that economic integration is a compulsory precondition for triumphant absorption, both as it is so reasonable and because it is so much concluded with theoretical perspectives in other fields. For instance, the pecking order of personal needs explained by Maslow (1975) points that the human being must first endow with his physical and security needs; and only after arranging certain conditions for living he can afford himself to take care about common needs, esteem and self-expression. Therefore, the immigrant must first of all find resources for supporting his own living and only after that can he familiarize himself with social integration.

In order to bring together this theory with our findings, we should have tested the assumptions that economic integration is very important to the immigrant, and it manipulates his behavior and attitudes; if the immigrant does not accomplish a certain minimum level of economic protection, he will abscond. As soon as this round has been won, it is the higher-order prerequisites which determine the carry-over of the absorption process.

Another assumption which may be pinched from our findings is the implementation of a selective migration policy, yielding entry only to those whose age and educational

background designate good scenes of integration. This is very common in many countries, UK with its entry visa for skilled migrants and Australia with a similar system.

IV. Spheres of Integration

4.1. Acculturation and integration

Coming back to our previous discussion on the Integration issue, where we arrived to the point that various spheres of Integration have overlapping incidence within each other, we may say now that cultural and structural spheres have emerged in the historical development of the sociology of immigration. The process of integration of immigrants into a new host society is not just a one-dimension process as it might be concluded from the first impression. In fact it is a multifarious phenomenon, from which we have at least to differentiate the normative and institutional dimension. The first is referring to transformations in the immigrant's cultural identifications and orientation; the second - to increasing numbers of immigrant's involvement in the main institutional units of the society (such as, health care system, labour market, and education). Modifications in the first do not compulsory involve transformation in the second, and the other way around. For instance, when we refer to cultural change we will apply the term '*acculturation'*, when we mention increased participation in the institutions we will apply the term '*integration'*.

It needs to be mentioned that 'Integration' by itself is not an one-sphere process either. Numerous scholars distinguish between several dimensions of Integration, a label suggested in '*Spheres of Justice*' by Walzer (Engbersen & Gabriels, 1995; Walzer, 1970). Well integrated immigrants into one dimension do not always show the same degree of integration in another dimension. For instance, a newcomer might have a certain job placement in a 'mainstream' company and good education, but all his friends and relationships at the same time could be in his '*own'* community. On the other hand, this example will show us that the degree of his personal friendships is high in his own community. As you see here, we have arrived to another complication in the debate on issues of Integration. Namely, what is the bigger environment into which a person needs to

be integrated? Is it 'society', not taking into account the implication of this term, or is it reasonable if a person is smoothly integrated in his indigenous neighbourhood or individual community? The given question is significant in the policy-making process and will be addressed later in this paper.

'***Acculturation'***, as a term, is also complicated. This is not only about how to be correct in political way, when talking about Assimilation. It represents the case when complete assimilation into the dominant culture is not the single alternative. Definitely it is not the undoubted condition for successful integration. The phenomenon of 'acculturation' is relating rather to the fact that a newcomer eventually adopts certain main elements of his local cultural environment but does not absolutely abandon his original unique cultural identity. Numerous immigrants in fact preserve certain connections with their culture, religion and their relatives in the home country, in the same way as with members within their local community. Nowadays globalization significantly facilitates such transnational contacts (Faist, 2000; Vertovec & Cohen, 1999).

This study is mainly related to Integration and to the policy instruments, which is designed for better integration of newcomers into their new local environment. According to our previous discussion of the Integration concept, our focus point mainly will be within the structural dimension of the integration process. Namely, we will be focusing on the means for promoting the participation of immigrants in the main institutions and their relevant arrangements in a society. Nevertheless, the cultural dimension of integration, as we have just noted, is also frequently related to acculturation. During previous decades it was commonly supposed that acculturation and integration go side by side: they are just different sides of the same medal. Nowadays, it is generally accepted that the connections for acculturation and integration are complicated in greater measures. The EU Member states authorities all support better immigrant's integration. Yet, they encourage the concept of cultural heterogeneity, even though to various levels and in various alternatives. It is therefore a main argument for why the process of acculturation needs to be monitored and analyzed separately.

4.2. Main dimensions of the integration process

In our preceding chapters we have focused our research on the academic usage of the integration concept. It has displayed that the immigrants' integration process is a complicated concept, but also on the other hand it is a concept with various other meanings. Therefore, it is not an easy starting position for a comparative case study of the integration and instruments it engages. Different EU Member states interpret the 'integration' concept in different ways, thus this aims at various targets in their respective integration process and policy. But, even if each EU Member state would interpret '*integration'* in a precisely unique manner, the framework on integration would still vary concerning their major targets, since the idealistic society which the government anticipates would not be organized in the similar way at all times and everywhere. The history and the nature of immigration might have influences on differences in specific country. Also they may influence the immigrant's social situation in given country. Differences may depend as well on ideological and political priorities, and on instruments that are in fact accessible for the authorities.

Three main dimensions could be differentiated between the integration processes, namely: *cultural, legal-political and socio-economic sphere*. Any specific framework, which targets on promotion of integration, needs to take into consideration these three factors, considered not individually but instead looking into their combined interrelationships. However, numerous existing frameworks, which are trying to improve the majority-minority connections and promote integration, have a tendency to oversight this complexity. Thus we would analyze each of them separately.

4.2.1. Socio-economic sphere: *temporary workers vs. immigrants*

Considerable shares of recent European immigrants has been forced by the economic needs of the states. Therefore, immigration has been recognized as a temporary phenomenon. In given conditions there is small necessity for the development of policy instruments targeting such integration. Such temporary residents are official citizens of other nation and therefore are expected not to demand the similar level of security that a nation guarantees for its own members. Such model becomame known as the '*guest worker model*', also

sometimes referred as the *'temporary worker model'*. Often, such temporary residence might change their status to permanent settlers after some period of time. This in fact is the example from Germany and some other EU Member States, namely the Netherlands, Austria, and Belgium (Castles, 1984).

The permanent model of immigration exists in contrast to the *'temporary worker model'*. The majority of the permanent immigration, which Europe faced in the last fifty years, entails political roots: ethnical immigration, decolonization and refugees. Due to the economic activities, permanent immigration has been recorded rather seldom in EU. The exception might be small volumes for certain professions – usually on high skills level jobs. Tremendous permanent immigration, especially for economic objectives, is typically labeled *'classical immigration nations*', like Australia, Canada or the United States. These states solely distinguish immigration as an important element in the law frameworks not just for economic growth, but also for the evolution of the nation.

Indeed, the reality proved that variations between these two models are in fact smaller than what their labels might suggest. Kubat (1993) proposed a terminology that is reflecting this appropriately. He suggested '*an in-migration model*' (major European territory) with some characteristics of immigration model (prototypical for classical countries), rather than the opposing permanent immigration model to a model of temporary worker. Yet, the considerable problem that occured around the labour market in Europe was that migration meant to be temporary often became permanent, specifically due to the reason that workers had managed to use their right to bring their families to live jointly. Paradoxically, in countries with classical immigration model permanent immigration appears to be a less permanent process than expected at the beginning. Hence there exists a gap between the realities of migration and publicly expressed ideologies.

One of the most accepted and associated indicator for successful integration is related to the migrant's participation in the labour market, and with aspects that hamper or stimulate this, for instance language skills and education. Successfully participation in the labour market is usually perceived as *'having paid employment*'. However, the quickly increasing volumes of entrepreneurs with immigrant background in various EU Member Countries

shows that establishing your own business might be as well an alternative for successful integration.

While comparing frameworks for integration and estimating their effectiveness we need to keep in mind that specific EU Member States deliberately focused on spirit of 'mainstreaming', which basically reflects the strategy addressing certain problems in the society and do not target only immigrants, but rather all residents. Therefore by doing so the hope is that migrants will benefit from this as well. Other Member States have designed frameworks that specifically focus on the inclusion of immigrants in their labour markets. On the other hand, mainstreaming is also chosen in order to prevent stigmatization of immigrants and to avoid negative atmosphere among native population if they receive a notion that immigrants are preferred over them. For instance, the United Kingdom may serve as a prototype of an EU Member State which deliberately decided to focus on the needs of socio-economic integration for immigrants while developing instruments for this purpose.

The United Kingdom is a vivid example among other countries which unprecedently are concerned about the need for socio-economic integration. The main believe of the government has been to make certain that immigrants and their children, who are mainly local citizens, can take pleasure in the tights they have access to, like labour, education, health securities. Integration in Britain suggests first of all integration into the social and economic spheres. During the implementation, policy authorities always need to be sensitive to discrimination and racism that might occur. To maintain a law concerning these matters, the government had to be aware of the danger of being blamed of "positive discrimination" from the original population. In spite of the fact, the government has set up specific regulations for underprivileged minority groups (Joppke, 1999a).

The right professional path, education, and knowledge of language are found to be positive preconditions for a greater participation on the labour market. It is extremely important to manage the level of education of youth and second generation of immigrants. The level of education of immigrant's children is usually low than that of the native citizens and the gap is constantly growing. It might be explained by the features that the educational system is not adapted for specific needs of foreigners and requires huge improvements.

4.2.2. The legal-political sphere: *jus soli vs. jus sanguinis*

All Member states sooner or later stay before growing number of immigrants coming from different parts of the world. Therefore, states must be prepared from both the legal and legislative positions dependently of what status they are intended to give to immigrants and their children. At this point it is possible to differentiate two ways, which inform us concerning the content for process of integration as it is seen by the recipient society. Majority of picturesque in this vision is classical merit between '*jus sanguinis'* and '*jus soli'*. The '*jus soli*' principle is grounded on the meaning of territoriality. According to this perception all people residing in a territory are obliged to equal rights, without dependence on nationality or period of stay. For recently arrived people there could be short adaptability periods, during which they gain access to the rights. The '*jus sanguinis'* perception is rather different. It is ruled by the principle of declivity. Long-term permission, as well as all rights allied to this status, is transmitted from one generation to the next. Political status and citizenship are obtained by "lines of blood". This implies that residents of certain territory are treated differently. Immigrants and their children may have particularly different rights and obligations.

It is evident, that both systems represent idealistic visions; reality usually comes with a blend of the systems, with substantial varieties among the states. In practice, Britain represents one of most vivid models of jus soli. According to the present law, everyone born in the state is considered as a British citizen. In contrast, to become a German resident it is necessary to have a parent born in Germany and to live there for a long period. Outside of this normative were the ethnic Germans coming back from Eastern European Countries, even though their grandchildren were given German citizenship straight away after their entrance to the country. Due to their German origin, such newcomers were not considered as immigrants, in spite of the fact that they had the same needs and support in integration as other newcomers.

In any research of integration the difference between '*jus soli*' and '*jus sanguinis'* is deep, in view of the fact that it describes the manners individuals can become new elements in a state system. Few scientists have argued that this difference replicates strongly framed

diversities between states in their self-understanding and national traditions. (Joppke, 1999a; Baubock, 1994; Hammar, 1990). Reality has shown, nevertheless, that political and legal institutions have principal differentiations. The legislative points relate to obligation and rights which are usually connected with citizenship. The political dimensions relate to the opportunities to influence decision-making procedures in public sphere.

Voting rights, for instance and the possibilities to have access to them are well known in such processes. Conversely, the legal status of immigrants could affect their economic and social situations as well as their integration in the cultural dimension. However the process may be circuitous. That is why integration policies should be understood in a deeper sense and not only as accessibility to residence permit. The EU policies are highly intended to provide equal rights and opportunities for citizens of the Member Countries, staying apart from their birth and nationality. The Union is also stressing the importance of providing equal rights to the residents of third country nationals staying on EU territory. The Council in Tampere in 1999 stated this approach. Though, full rights could be granted only to those who are agreed to be fully integrated into host societies.

Approaches for integration vary among Member State. The two systems described above, *jus sanguinis* and the *jus soli* make a ground for these differences. Particularly states whose citizenship regulations are largely grounded on jus sanguinis have had to make alterations in order to be able to manage the integration process. From the integration aspects, citizenship has a wider implication, more complicated than the simple acquisition of rights and duties. It includes the concept of "national identity ", which means moderating of "cohesive and multicultural society". Nevertheless, this approach could not be applied to all Member States.

4.2.3. The cultural sphere: *assimilation vs. multiculturalism*

Our third characteristic is focused on cultural patterns. Two preliminary approaches could be abided: the multicultural aspect and the assimilation mode. In various sources the United Kingdom is represented as a prototypical for a model of multiculturalism (Hollifield, 1997; Rex, 1991).

Grounded on the supposition that immigration process is enduring, newcomers are considered as full members of the hosting society, even though they maintain relationships to their ethnic background. According to such vision, immigration is a driving force in creating a multicultural society. There is a need to preserve cultural identity but at the same time to integrate new comers into new societies in order to create links between them and the local population. Both sides understanding of the process is a precondition for building a harmonious atmosphere in the society.

Another assimilation model is usually associated with France. However, its elements could be tracked in many other states. In this model, the cultural identity looses its power and immigrants have to assimilate with local population. Immigrants unions and small communities are not recognized (Schnapper, 1994). Those who are successfully assimilated could meet their chance to make their own living; those who are not at risk of becoming isolated (Hargreaves, 1995). Nevertheless, framing integration between assimilation and multiculturalism is an obvious way to differentiate the cultural sphere on the outlay of socio-economic and legal patterns.

In recent years it became evident that integration could not be limited to the socio-economic aspect. It continues with a wide understanding in social communities to create mutual environment. This is more complicated than reaching the goals of socio-economic standards. One of the prioritized questions is to identify basic principles and rules of the host societies as they vary in wide context.

The two contrasting ideas in connection to integration in cultural dimension are whether newcomers have to fully adapt/assimilate to the new cultures or they could continue with their own traditions. None of Member State fairly supports the idea of a total assimilation of immigrants. British integration policy, for instance, does not support the concept of assimilation at all, but sets as a goal creating a multicultural society. In such cases there are no obstacles on making adjustments to legislation (Joppke, 1999b).

Speaking about cultural patterns of integration it is necessary to answer the question: How to define Culture? What indexes could be taken as an approach for integration?

Denmark has made unambiguous efforts trying to set up indexes on cultural integration, providing incentives for appraising. The state definitely does not oblige immigrants to

abandon their own native traditions, customs, believes and culture. Though, they are insisted to act in accordance with some fundamental customs and rules of Danish society, such as regards for civil freedom and for the Constitution. Norms and indexes which could be measured through this concern could be applied only to groups and not individuals (Ministeriet for Flygtninge, Invandrere og Integration, 2001).

Another classical index is focused round intermarriage. It is widely known that integration into society is easier while contacting with local population and it becomes much easier being in a family, understanding the processes and ways the host society acts and lives. However, there is a widely spread characteristic among Muslim Communities. According to their customs, they find a spouse among the population of their country of origin. One nation marriage among immigrants slows down the process of integration.

4.3. Integration models

One certain dimension of the society has been highlighted by the three previous sub-chapters. In conjunction with this dilemmas arose that governments facing on their way to arrive to conditions for integration in specific dimension. Nevertheless, every of these dilemmas focusing only on one domain if integration (cultural, legal-political, socio-economic). They do not in fact represent 'models' for integration. Thus, their explanation strength is limited.

According to Hollifield (1997), we may differentiate between these three following models for the European Territory:

a) ***Model of guestworkers***, for which Germany serves as a prototype. The process of immigration is primarily described as a conjunctural need for the labour market, and therefore it is assumed that the presence of immigrants is a temporary phenomenon; as a result, there is no prerequisite for reinforcing their politically legal status, as well as reflecting on the causes of incremented cultural diversity;

b) ***Model of the ethnic minorities,*** the prototypical for which is the United Kingdom. The immigration is accepted in the form of a permanent process; however newcomers are described in terms of national or ethnic origin; the major challenge

for a multicultural society is to stimulate local communities living harmoniously together; immigrants constitute these newly formed communities that vary culturally from established communities and within themselves.

c) ***Model of assimilation,*** prototype for which could be found in France. Here the immigration is perceived as a permanent process; first of all newcomers are seen as unique individual persons; for this model the notion of minority communities or immigrants is not acceptable; on the other hand immigrants are welcomed; moreover they could receive solid politically legal status, if they are able to (and of course want to) assimilate into their host dominating cultural environment.

4.4. Convergence in integration

All concepts, models, and dimensions analyzed above remain unclear when it proceeds to the comprehension and comparison of integration policies in the European Union. It is evident that typologies stream to simplify the real situation. But what is real practically? What is the ideal instrument in creating a mutual environment? What is the dynamic of integration in different member states? It is useful to remark that despite different integration approaches in France and Germany, the practical way of immigrants' integration in these two states is rather parallel (Favell 1998)? Therefore, it is highly recommended to be very careful in putting specific labels of one typology or model on the given EU Member State without taking into consideration the real state of the art of the integration process. A similar reasoning may apply for a certain number of policy measures which are designed to encourage better integration.

This assumption is supported and observed by Niessen for the European Council. Staying apart from political and typological dimensions, he finds numerous connections and interrelations among Member States in their integration processes. All of them are promoting equality in access to labour market, education, housing and political interest (voting on elections, taking part in political parties); and are aware of stigma, discrimination and racism (Niessen 2001: 31).

Nevertheless, vague differences exist between various approaches. For instance, Denmark has set up some important form of cultural integration. Also the United Kingdom is

preoccupied with the objective of how to encourage immigrants to improve their language skills. Such points are traced in Member States having a long history dealing with immigrants. We may see here another specific development in the approaches of thinking on the issues of integration. This, specifically, comes to the Member States with long history and traditions in immigration matters. A satisfactory level of incorporation in the institutions and a secure position in the legal field is no longer considered to be the compulsory requirements for a successful integration. However, on the other hand, a certain level of knowledge of the dominant language and familiarity with the culture of the host country is playing a significant role in the process of a successful integration. Therefore, the specific level of acculturation distinctly appears to be an extra factor for a successful integration, or maybe even a requirement for it, if comparing with the past.

One of the Communications on Immigration, Integration and Employment delivered by the European Commission, is clearly capturing this new tendency of perceiving Integration. It reads: “Integration should be understood as a two-way process based on mutual rights and corresponding obligations of legally resident third country nationals and the host society which provides for full participation of the immigrant. This implies on the one hand that it is the responsibility of the host society to ensure that the formal rights of immigrants are in place in such a way that the individual has the possibility of participating in economic, social, cultural and civil life and on the other, that immigrants respect the fundamental norms and values of the host society and participate actively in the integration process, without having to relinquish their own identity.” (European Commission, 2003).

4.5. Interconnections in integration

Meanwhile, before the ending of this chapter it is helpful to remind that although our four distinguished dimensions of the integration, that have being discussed, have been analyzed one by one, they are in reality significantly interrelated and sometimes even hard to separate. For instance, a low degree of labour market participation might be influenced by insufficient language skills and the low educational status of immigrant. However, on the other hand this might be caused by the discriminatory practices and rules. A third probable reason might be that specific immigrant communities consciously decide to stay someway

aside from the mainstream society, so that they preserve their own specific identity. This implies that for the members of such community it would be very complicated to get a job. A similar thing happens for the incidence of segregation at school or for the housing quality.

The connection between the host country's attitudes and cultural integration might be seen as well. Relationships among the recipient population might be more positive than if the contacts are absent. Various communities might have frequent external contacts among the members of their communities, for instance due to low local language skills. The attitude towards immigrants might have effects from the measurement of the immigrant's participation in the labour market. This result could be positive (fewer immigrants might depend on social security system), as well as negative (immigrants might be seen as being privileged by the government or as competitors on the labour market). These instances show again how various dimensions of integration might be interlinked with each other.

A last complication which arrives in such comparative case study is connected to the ground for the comparison. To illustrate this: there is a debated between Dutch and German authors concerning the effectiveness of framework for integration in their own countries (Böcker & Thranhardt, 2003; Koopmans, 2002). German scholars claimed that unemployment rate among Turkish immigrants in the state is twice as high as within the whole population. In comparison, unemployment rate among Turkish descent in the Netherlands is three to four times greater than the nation's average. Considering absolute values, we notice that 18 % of all German Turks are unemployed versus 10 % of all Dutch Turkish decedents. Of course, the dilemma is which state is doing better? Germany: country that has the narrowest gap in unemployment rates between natives and Turks? Or, the Netherlands: a country that has smaller unemployment for Turkish immigrant? Comparative analysis would probably produce such dilemmas.

V. Case studies of immigrant's integration systems in Denmark and United Kingdom

5.1. Flexicurity

In our research work we consider economic integration as a dominant factor in a complex process of integration of immigrants. Also, we believe that an examination of the integration of immigrants into labour market can not be full without analysing the structures and processes coming into formation of labour systems in United Kingdom and Denmark.

Our choice to make a comparison from this particular constituent part of economic system is explained by the fact that Danish and Anglo-Saxon socio-economic systems have several features in common. Labour market performance in these states is dependent upon stable macroeconomic environment, motivations for labor market participants to be employed, and tough market competition. It is necessary to mention that both states represent two different forms of welfare system – Nordic and Anglo-Saxon. Prior to turn to details it is relevant to address the following questions: What are the peculiarities of the social models in United Kingdom and Denmark? What is flexicurity?

Social models

Gosta Esping-Anderson in his "The Three World of Welfare Capitalism" identifies three welfare regimes. They are conducted with exceptional welfare design and institutional aspects, relating diverse national takes on parity, social justice and commonality:

A Nordic model characterized with generous unemployment benefits but low levels of employment protection legislation and the high scale level of social spending and universal welfare security.

The Anglo-Saxon model is known with low levels of employment protection, minor unemployment benefits and cash flows focusing on age of workers.

The Continental European model which has relative unemployment benefits but harsher protection legislation, insurance benefits and a spending emphasis on pensions.

Luc Soete points out that both the Anglo-Saxon and the Nordic model tended to higher labour market flexibility which would be achieved in very different manners. One strict feature of the Nordic model is its dynamic labour legislation. Instead of supporting unemployed persons with passive compensation it helps to improve their skills and actively start new job. Another core factor of this labour market policy is the highlighting on further development of skills and competencies (Luc Soete, 2006).

The nordic model smoothes the progress of transition between unemployment and job getting and job changing as it affords workers more suppleness or, in other words, flexicurity.

The phenomenon of suppleness is widely known as flexicurity. The definition and comprehension of what is "flexicurity" fluctuate a lot. Professor Ton Wilthagen and Frank Tros have argued for an explanation of flexicurity. Flexibility and security should be developed in inclusion or by twist of fate. Simultaneously they ought to be the outcome of deliberate and harmonized efforts. From another angle, flexicurity should consist of disadvantaged representatives on the labour market, whether they are covered or not by communal agreements, and thus should not concentrate mainly on labour market insiders (Wilthagen and Tros, 2004) Relating to this matter, Wilthagen proposed a definition of flexicurity: "Flexicurity is a policy strategy to enhance, at the same time and deliberately, the flexibility of labour markets, work organisations and labour relations on the one hand, and security –employment security and social security – on the other. The key principles that underpin a flexicurity strategy are that flexibility and security should not be seen as opposites, but can be made mutually supportive."

The components of flexicurity

The European Commission and the Member States sketching on experience and previous analysis have came to the agreement that flexicurity policies could be intended through next policy components: flexible and consistent job contracts (as a two way process, from employer and employee) through renewed labour laws, collective contracts and work organization; comprehensive lifelong learning strategies to enhance the compliance and employability of workers, mainly the most defenceless; effective dynamic labour market policies which support people on the way rapid change of the world, reduce unemployment

rate and ease transfer to new jobs; social security systems that offer adequate income secure, promote employment and manage labour market mobility. It comes with unemployment benefits, pension schemes and healthcare, and childcare.

Supportive and productive social dialogue, which corresponds with shared trust and highly organized industrial relations, is essential for implementing all-inclusive flexicurity policies (European Commission, 2006).

How flexicurity works in Denmark and United Kingdom

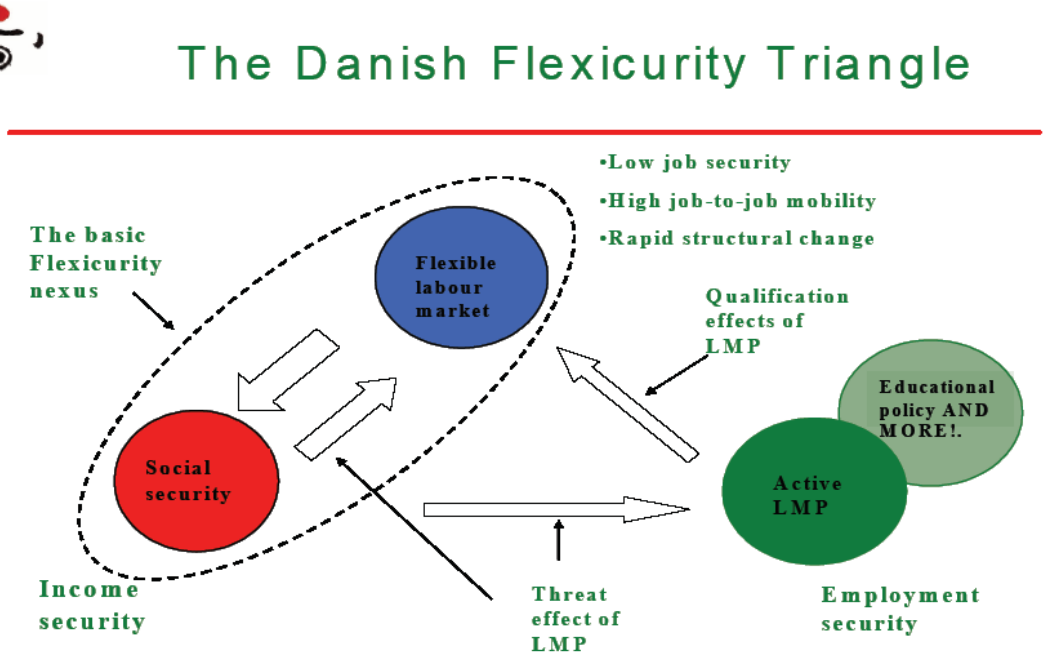
Understanding the complicate process of flexicurity is easier by taking a look on how it is functioning in Denmark, home of flexicurity, and in the UK, with its flexible labour market policies. Danish economic situation has been comparatively strong: steady economic environment, high economic growth, low unemployment rate. Its success in labour market has been reached through "flexicurity" where employers could easily find and loose job, but at the same time were relatively protected in case of unemployment.

Security and flexibility are not opposing buy jointly intertwined in the flexicurity model. The mutual work of security and flexibility can give higher and more functional flexibility in the workspace and economy. As Tros states quantitative flexibility is understood by the employer as the relative simplicity with which they may cease the employment contract if necessary, and qualitative flexibility is realized through dynamic labour market policy frames which provides people with the skills needed to develop.

There are possible hazards. Quantitative flexibility may inspire job growth but it might provoke companies to invest less in human capital in a labour market. Thus, the requirement for a safety net linked to active labour policy. Denmark is, among the EU countries, the one that possesses the highest level of labour turnover (Wilthagen and Tros, 2003).

Employers can easily have and fire workers because of relatively low levels of protection legislation, employees from their side could count on unemployment benefits up to four years, and also rely on special re-training. There is a high contribution from the social partners so that system can operate. Thus it highly depends on the social system in Denmark.

The Danish flexicurity could be understood from the model below of the "Danish Flexicurity Triangle"



Source: Madsen, 2007

The United Kingdom tends to be the oldest country in Europe that has griped the flexibility approach. Being a common welfare state for a long period it has an active and competitive economy grounded on flexible labour markets, flexible working agreements and dynamic labour market policies. This is a well-known fact, but how true is it? Anders Hemerijck argues that there is little uncertainty about the flexibility side: employment protection frames are on a par with Denmark, but what about social security? Whilst social security benefits are less munificent than in Denmark - and most of the northern EU states streamed to be comprehensive (Hemerijck, 2002). To answer on this question is possible with Porter's analysis of UK labour policy.

Comparing characteristics: Denmark and UK

Porter identifies that there are relative differences between the UK policy framework and the Nordic perspective of flexicurity. In matters of social protection, unemployment payments in the UK are lower than in Denmark, offering minimum security rather than status-preserving profits. Coming back to Anglo-Saxon model, this affects the long-term policy path. It intends to further induce work and reduce reliance on benefits.

Another important dissimilarity between the UK and Denmark refers to the possibilities for lifelong learning. High proportion of workers possesses lack of qualifications according to the international standards. The current government invests in education and attempts to improve quality of education. Another difficulty is that higher education does not guarantee employment for immigrants.

Finally, it is necessary to mention that the stressed context in the UK varies from that in Denmark in some considerable regards. This is essential to understand why disparities have surfaced over time and are expected to appear in the future. Critically, the UK has relatively low taxes and contends on the ground of a proficient, low-cost business atmosphere. This may explain main differences in expenditure on education and social protection.

Other diversities are also meaningful. First, Denmark's territory is smaller and less multicultural diverse than common welfare UK. Danish population is twelve times smaller than in the UK. Second, and interrelated, competent and institutionalized social conversation between unions and workers has caused a key relationship base in maintaining labour market policies in Denmark. Generally, it has facilitated the Danish mixture of high labour cost and a stretchy labour market.

The UK example of "flexicurity has existed for about 25 years and has experienced crucial alters in all aspects of labour market formation. Making preliminary wrapping ups where the UK is significantly poles apart is: active labour market policy and social partnership. The UK spends the lowest percent of GDP on dynamic market policy and the biggest piece of what goes on administration rather than programmes. The OECD Revised Jobs Study offers an explanation to this occurrence by high cost and inefficiency of that labour market policy. It emerges from the fact that employability is more likely to be encouraged by people working than through active labour market policies to highlight employability and than shove people into work.

The Danish system functions, thus the social partners believe in it energy, unions are prepared to accept low levels of employment security because forms of insurance exist where workers might be fired. But England has no analogous system of mutual agreements and the employee's rights are rarely taken into consideration in the UK case. The concern taken by the UK is that encouraging high levels of employment provides social protection –

because people are less likely to be dependent and a flexible labour market is one of the instruments making high numbers of employment. By appealing to true numbers, it is easier to observe real situation.

Table 1. Indexes on the Employment Regulation – The ten most flexible EU-countries, incl. Norway (index)

Flexibility of hiring		Conditions of employment		Flexibility of firing		Employment laws	
Czech Republic	17	**Denmark**	25	**United Kingdom**	9	**Denmark**	25
Denmark	33	Norway	39	Austria	14	**United Kingdom**	28
United Kingdom	33	Sweden	39	**Denmark**	17	Austria	30
Austria	33	Austria	41	Belgium	22	Czech Republic	36
Belgium	33	**United Kingdom**	42	Hungary	23	Norway	41
Poland	33	Finland	43	Norway	25	Sweden	42
Slovakia	34	Germany	46	France	26	Belgium	48
Hungary	46	France	61	Czech Republic	27	Ireland	49
Ireland	48	Italy	62	Ireland	30	France	50
Netherlands	51	Czech Republic	63	Lithuania	31	Germany	52

Note: Indexes range from 0 to 100 with higher values indicating more-rigid regulation. The Employment-laws index is the average of the flexibility-of-hiring, conditions of employment, and flexibility-of-firing indexes.
Source: The World Bank, 2003:36

As it is seen, Denmark and UK labour market are on the top of flexibility hiring, maintaining employment provisions and flexibilility of firing. The fourth column sums up the three ruling areas – and again, Denmark and UK are counted as most flexible.

Table 2. Indicators of the strictness of employment protection for regular employment (cont.) 2003. Index 0-6

	Denmark	*Sweden*	*Germany*	***United Kingdom***
1. Regular procedural inconveniences	1,0	3,0	3,5	1,0
2. Difficulty of dismissal	1,5	4,0	3,3	1,3
3. Notice and severance pay for no-fault individual dismissals	1,9	1,6	1,3	1,1
Overall strictness of protection against dismissals	1,5	2,9	2,7	1,1

Source: OECD, 2004a:112

Table 2 embraces, firstly, administrational barriers with references to butchery notice (oral, written, participation of third persons). It also indexes barriers from lawful dismissal (work

absence, lack of education and necessity in training). The table proves that the scale of protection for the separate employee is lowest in Britain, although it is not much higher in Denmark. On procedure and dismissal frames Denmark and Britain are on the same circle

Income security

Income security is the security of being protected when there is no paid job to be found. In Denmark, income security is first and primarily supported by the help of high unemployment benefits. The mutual agreement system is not relevant when it comes to protecting earnings in case of redundancy.

Table 3. Net replacement rates in case of unemployment for the whole year, varying former income levels for ensured single APW, 1998

Former income, per cent of APW	***Denmark***	*Germany*	*Sweden*	*Netherlands*	***United Kingdom***
75	80	59	80	71	26
100	63	58	70	71	20
150	46	58	52	68,5	14
175	41	55	46	60	12
200	37	49	41	54	10

Source: Hansen, 2000:33

Table 3 shows to what extent unemployment benefits reimburse for the lack of wage income for various income groups. Danish indexes are compared to the analogous figures for Germany, Sweden, the Netherlands and the UK. Income recompense is of utmost importance for the lowly income groups. For Denmark and Sweden, the recompense for low-income groups is sufficient, declining rather sharply for groups with upper incomes. Visibly, the UK has lower levels of recompense for all income groups.

Preliminary conclusion

The life style European citizens lead is constantly changing. Several peculiarities could be remarked: international economic integration, implementing of new technologies and prominent role of information, the demographic declining of European societies, low average employment and unemployment can stress the sustainability of social security.

In order to reach the Lisbon targets of more and better jobs, new ways of flexicurity are for employees and governmental authorities. People are in need of employment protection rather than job security, as very small numbers stay at the same job for long period. Companies have to be ready to prepare their labour force for changes. They should find staff with better skills and competence, leading to modernization and competitiveness. The EU States necessitate continuing further towards an active, flourishing knowledge-based economy, distributing the benefits of wealth more squarely across society.

Dynamic labour market policy is a constituent part of the security box and, it acts as a fundamental component of the package to which social actors have subscribed to. It is also understood as an element of the protection system which provides training for people who are left jobless. In many aspects the active labour policy can not be separated from the whole system, it is linked to cooperation and interrelation. The changes of the Danish system are a debatable point as the system takes its origin from the historical context of the Danish economy.

What is informative about the system is its ability to pass on structural amendments in the economy with in and out indexes in the view of a developed economy and social security. This is also an effect of the way that the unions are not opposed to labour force reductions, and the market does not loose its points.

What is different in the UK system? The main point is that the prospect to which flexicurity brings to a halt proficient shortages being a lug on economic growth. If flexicurity is capable to deal with this issue it will gain additional advantages.

Therefore we may be curious about which are the doubts around flexicurity, for instance:

Can social guarantees compensate a risk to loose a job?

Should workers rely on security more than on labour rights?

Doesn't exibilitation destroy career prospects?

Is it ethical to get charity benefits instead of being rewarded for a contribution to the national economy?

Flexicurity pathways

Flexicurity experiences in Denmark demonstrate that flexibility and security can be jointly underpinned. Member States can exchange positive practices between each other. The commission and Member States are on the way with common principles of flexicurity. Hence, there are four pathways for implementing flexicurity across the European Union. They are explained below:

Pathway 1: To cut space between standard and uncommon employment by improving standard agreements to companies and social protection. Briefly, this pathway markets the issue of flexibility at the object of labor market. Non-standard agreements should be integrated in labor law and policies.

Pathway 2: Is focused on strengthening internal flexicurity. It advocates for flexing working schedule, taking into consideration needs of employers and employees, implementing individual guaranties with aim to prevent unemployment. Accessibility to training funds ought to be ground for effective labor market movement.

Pathway 3: It comes with investments in development of skills which will lead to the knowledge-based economy. A wider approach is required to restrain the labour market accessible for the less skilled groups.

Pathway 4: Rise employment chances for the wealth of workers, put off long-term welfare dependence. This pathway deals with those who are dependent at the moment from social security payments. The solution could be found through lower taxes and flexible contracts.

The wider context of flexicurity

It is important to remind that flexicurity pathways should be understood in a broader sense of macro- and micro-economy. The modified OECD Jobs Strategy, the interface of macroeconomic guidelines with reform systems, plays an imperative role in influencing labour market performance. Flexible market encourages companies to create new jobs and thus extends opportunities for workers. A well organized capital market serves as a positive element in creating jobs and possibilities in labour market. Within this approach we should consider the financial patterns of these pathways, therefore remarking that investments

should be done in various spheres. This capital flow will enhance the opportunities for labour market, social protection benefits will decrease and administrative expenditure can be resides.

Flexicurity strategies should intend successful outcomes and relate and respect the variety of EU Member States. This also reflects that alters and consequences of changes could be best explained with integration and wide policy packages. Flexibility can be a prerequisite for security and vice versa. These patterns should be seen as jointly interrelated so as to offer a quality feedback and adjustment, grounded on European cores, to the benefit of the disputes of globalization.

Is flexicurity for all?

Staying apart from the fact that flexicurity is so successful for Danish citizens; there are groups in the social structure who do not explore the same benefits. A stupendous illustration of this picture is the immigrants. Only 50% of immigrants are employed, which in comparison to the Danish nationals is 25 percents less. This rate could be explained by some factors related to the flexicurity system.

There is no legal minimum income in Denmark, but the minimum income secured by collective agreements is at a level which, according to the OECD, provides a fence to immigrants with comparative lack of education. Secondly, according to the OECD, the 'relatively generous' transfer incomes undermine the incentives for immigrants to seek employment (OECD 2004b). Other circumstances probably have an impact on integration as well. Lack of skills, lack of recognition of immigrants' qualifications, job and educational preferences 'imported' from other countries, internal recruitment in Danish enterprises, and direct and indirect discrimination of immigrants on the labour market are other important factors affecting the integration of immigrants into the labour market – but such factors are not directly linked to the Danish flexicurity model.

A potential negative effect of flexicurity is the incentives for enterprises to train and educate their employees. A consequence of the high mobility among employees is not only that employees manage to find a new job in case of restructuring or if the firm closes down. It also implies that good, skilful employees leave the firm if other employers can offer more

attractive jobs and/or higher pay. The high numerical flexibility thus also implies a potential risk of losing employees. This risk may put a damper on the willingness of enterprises to invest in continuing/further education and training of their employees. A high degree of labour market mobility may therefore have negative consequences for the total level of continuing/further education and training of the workforce.

5.2. Denmark

Key Findings

Best practice (100% score)
Electoral rights and political liberties for political participation

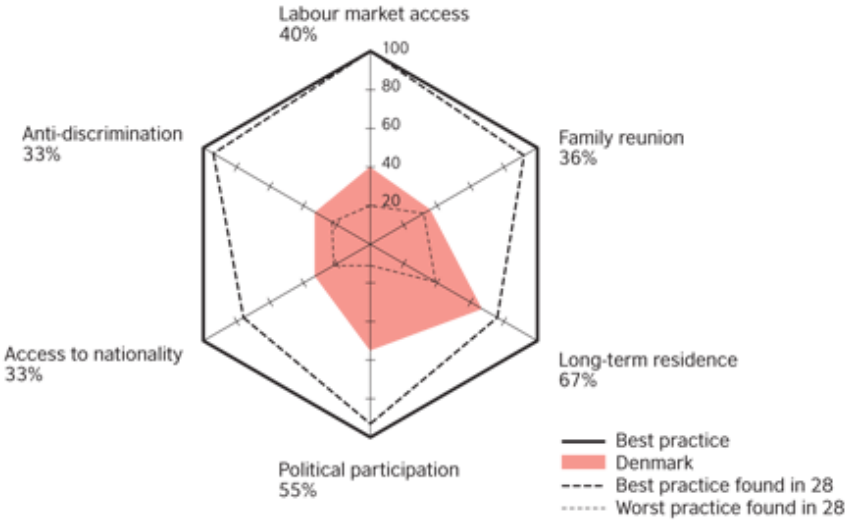
Unfavourable
Eligibility for labour market access
Eligibility for access to nationality
Equality policies for anti-discrimination law

Critically unfavourable (0% score)
Eligibility for family reunion
Implementation policies for political participation

Overview

Denmark has never been counted as a country of immigrants. The largest part of newcomers came from North America and from EU members, particularly from the Nordic countries, which due to the single market and free movement of people and capital are not considered as immigrants. The other part of the new inhabitants is mainly from non-western countries, mostly family members and asylum seekers. Non-EU immigrants in Denmark possess an unemployment rate 8.3 higher than local population. Unemployment rate for youth (15-24) is 25.2 % points (1). Denmark takes back seats on European Citizenship and the sector of Justice and Home Affairs significantly influence migration and integration processes.

Danish integration policies are restricted with long-term residence. The policies for integration of residents from third countries are scored middle to the success experiences. Policies for getting residence permit ship are on the third place in the EU-15, policies maintaining family ties and anti-discrimination regulations are the worst.

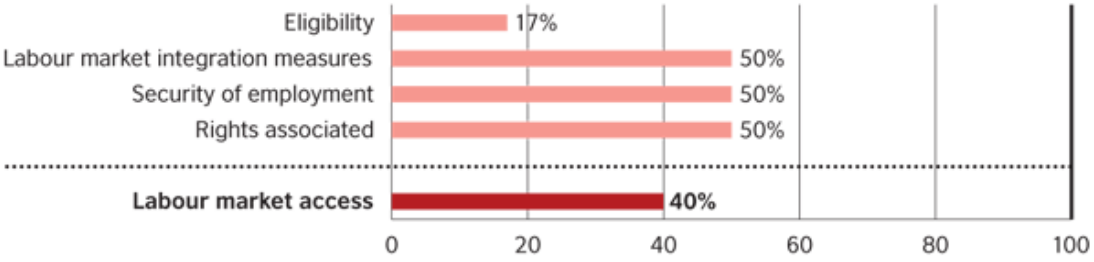


Migrant Profile

Third-country nationals as part of the population (2006)[2]	3.6%
Foreign-born as part of the population (2004)[3]	6.3%
Third-country national population (2006)[4]	198057
Cities with largest third-country national population (2001)[5]	Copenhagen (9%), Århus (5%), Odense (5%)
Largest third countries of origin (2005)[6]	Turkey, Iraq, Bosnia and Herzegovina
Immigration of third-country nationals (2004)[7]	17123
Largest category of long-term migration (2004)[8]	Family reunion (42.1%)
Registered asylum seekers (2006)[9]	1918
International students (2004)[10]	13222
Employment rate for third-country nationals[11]	65.0
Compared to nationals	-12.3
Unemployment rate for third-country nationals[12]	12.2
Compared to nationals	+8.3
Acquisitions of nationality (2005)[13]	10197
Largest third-country groups for acquisition of nationality (2005)[14]	Somalia, Former Yugoslavia, Iraq

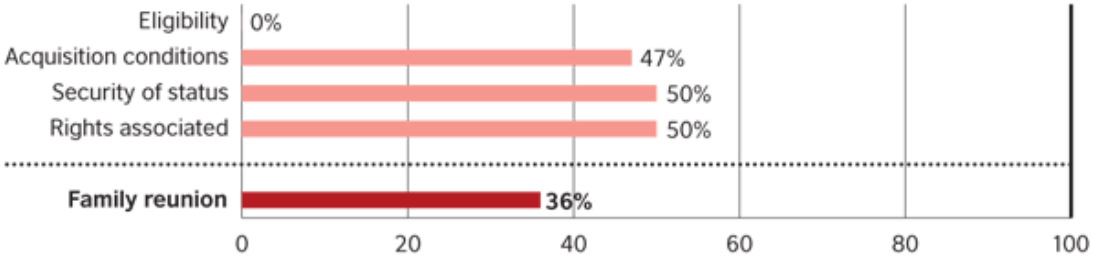
Footnotes
1 More labour market contextual data coming soon
2 Eurostat (non EU-27, 01.01.2006)
3 OECD, SOPEMI, 2007 (all non-nationals and foreign-born nationals)
4 Eurostat (non EU-27, 01.01.2006)
5 Urban Audit (non EU-15)
6 Eurostat (non EU-25)
7 Eurostat (non EU-15)
8 OECD, SOPEMI, 2007 (based largely on standardised residence and workpermit data)
9 MPG, Migration News Sheet, April 2007 (figures are revised on a monthly basis)
10 OECD, Education at a Glance, 2006 (non EU-25)
11 European Labour Force Survey (2006q2)
12 European Labour Force Survey (2006q2)
13 Eurostat (includes EU nationals)
14 OECD, SOPEMI, 2007

Denmark - Labour market access



Danish immigrants are in less favorable conditions when accessing the labour market. It possesses on the scale of eligibility the second worth place in the 28 MIPEX states. Migrant workers stay far away from equal rights in integration into the labour market, as EU citizens have. Security employment, labour market integration measures and associated rights stay 50% for immigrants in compare to the local population, it is necessary to remark that these indicators may vary to different indexes. Being supported through integration mechanisms immigrants do not have same access to training funds and study grants. Immigrants may easily loose their job and as a consequence their residence permits.

Denmark - Family reunion



Danish family reunion regulations are the third mainly restraining in MIPEX. Denmark was the only MIPEX state to contain criteria “family reunion eligibility” which was decisively framed (see box). Migrants must be permanent residents for 5 years what in reality turn up to 10 years. Spouses and children are obliged with additional requirements. Reliant relatives and adult children could be permitted in particular occurs. The security of status is 50% to best experiences: spouse and dependent relatives have equal access to education but may get residence permit only after 7 years.

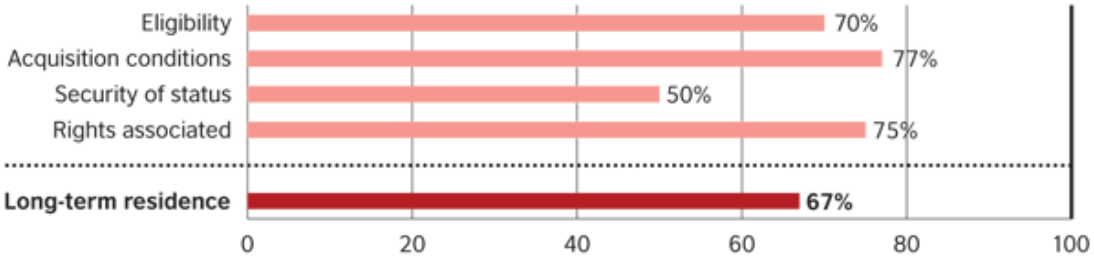
Eligibility for family reunion critically weak

Denmark was the single country to scale 0% on eligibility from 28. The Danish Aliens Act states minimal age for spouses and sponsors – 24 years (Article 9.1). Further restrictions for

family reunion shapes that sponsors should be Danish residents for 28 years and spouses in their turn have to prove that their family ties in Denmark are stronger than in the country of origin.

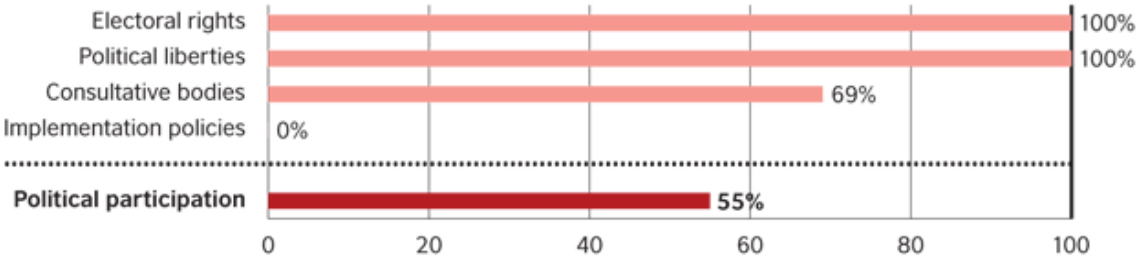
Danish Institute for Human rights argued that the article 9.1 outrages the European Convention on Human Rights, at the same time another restriction mentioned above is seemed unsuited with Article 5 (2) of the European Convention on Nationality. Best experiences are practiced in Canada and Portugal.

Denmark - Long-term residence



Among six areas of integration regulations counted by MIPEX, long-term residence in Denmark is powerful. The country assets integration programme and obvious the language course. The security of long-term permits is halfway in its status as after being in the country for a long period and even being born there, residents could loose their permits. But at the same time social protection is high as immigrants with long-term permits get the right to access labour market, healthcare and housing.

Denmark - Political participation



Danish policies on the political side are near 50 percents to best experiences. Coming to electoral rights Denmark has reached the highest score from the average. Nevertheless, it is especially weedy – 0% when it turns to the implementation of policies. Foreigners are easily elected to consulting authorities on national, regional, local levels but have practically no weight there.

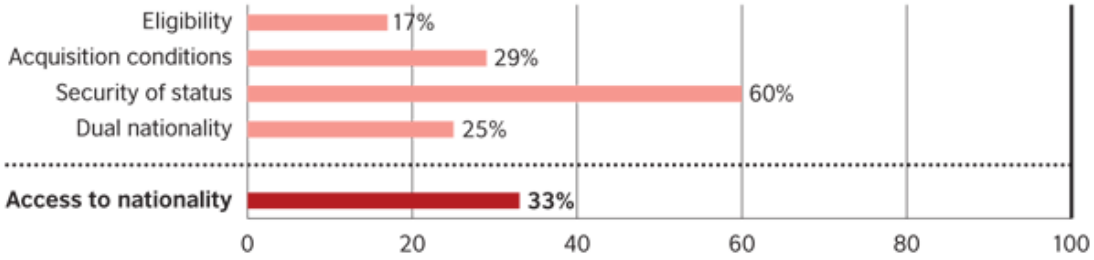
Implementation policies critically weak

Denmark is weak on implementation of policies related to immigrants' matters. As it is stated in an article issued by Ministry of Integration "Citizen in Denmark", the entrance to the integration into Danish society is partaking in various associations, as 73% of local residents participate in various organizations or clubs. The Danish government has spent on subsidies for new settlers to run their own associations. But in 2002 these subsidies were cut off. (see Goli and Rezaei, Active Civic Participation of Immigrants in Denmark, www.unioldenburg.de/politis-europe. For best practices, see country profiles for Portugal and Sweden.)

Best practice on electoral rights

It is relatively easy in Denmark to give your voice in votes. Any person who has been in a country for the last 3 years and who is older than 18 can vote on local and regional elections. Third country nationals take part in elections very rarely.

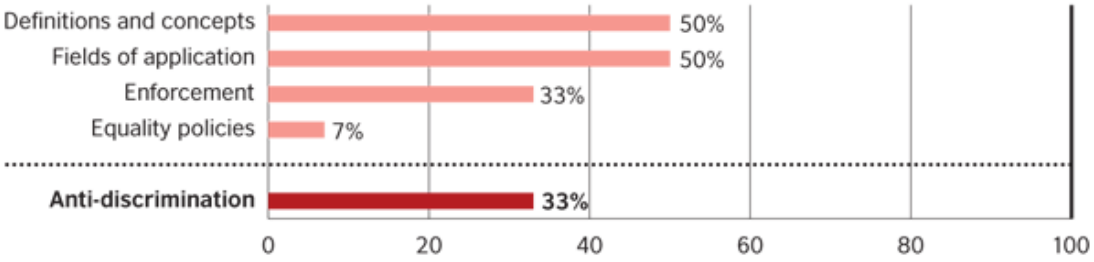
Denmark - Access to nationality



Most immigrants could be provided with citizenship after 10 years of living in the country. Children born in Denmark and grandchildren of immigrants are also experiencing special conditions. Immigrants who wish to integrate as quickly as possible should pass expensive written language and nationality tests and provide details on criminal records and income.

Citizens with long-term permit are little secure in their status as according to Danish rules they cannot be departed in cases if it may lead to statelessness. But the nationality is not permitted for children born in the country or for longer living citizens.

Denmark - Anti-discrimination



There is a law which protects immigrants from stigma and discrimination based on race ethnicity or religion, but there is no protection from discrimination grounded on nationality. Various cares based on nationality are not covered in fields of labour market and social protection. Anti-discrimination law is conducted through weak mechanisms and it is on the second place after CZ with unfavorable equality regulations.

Denmark - Public perceptions

It is about 62.8% percents of Danes assured that non-nationals meet with unequal opportunities while job searching. 50% of Danish population wishes to support immigrant's desire to unite their families in Denmark. Facilitated yearnings receive the lowest support about 33 % in all the EU-27 states.

Nevertheless, Danes put across relatively strong hold up for equal social rights (68.7%) for legally-established immigrants. A greater part of Danes suppose that discrimination based on nationality is a common fact in Denmark, feel like more needs to be done in the battle against discrimination. A majority is not informed of present anti-discrimination legislation. Denmark is the only country of the EU states where a greater part of the population do not errand job market affirmative action measures based on nationality.

5.3. United Kingdom

Globalization brings new challenges to the changing prototypes of immigration. Britain claims that public knowledge about immigration is purely done by mass media services. It is true that people do not look so far for the truth. In Britain, there is a critique which claims that the rise in public concern about immigration is purely media driven. It is true that we do not have to look far for the evidence. Until 2004, some of Britain's media urged upon the nation something akin to a moral panic centered almost entirely on asylum. Stories abounded about numbers, benefit claimants 'sponging off the state', clandestine entry, a poor system for deporting those whose claims failed, and weakened social cohesion.

The only difficulty with all media news is that it is not quite true or clear. In the 1990s, the UK transformed from the country of emigration to the net of immigration: 2.4 million left while 3.4 entered the country. With that number high economic benefit came. Immigrants make up 8% of the UK labour force and contribute with 10% of GDP.

UK - Overview

Key Findings

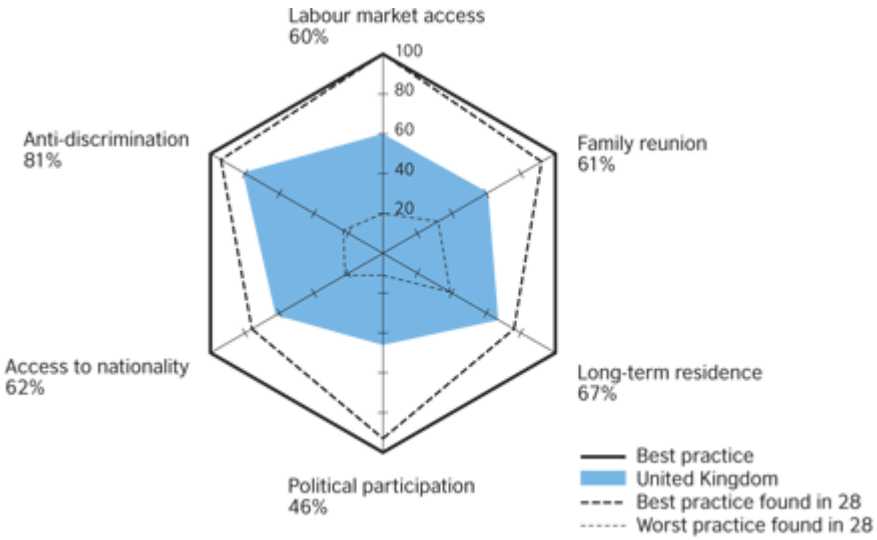
Best practice (100% score)
Definitions and concepts, and fields of application for anti-discrimination law
Rights associated with labour market access
Political liberties
Dual nationality

Favourable
Anti-discrimination law
Conditions for the acquisition of long-term residence

Critically unfavourable (0% score)
Consultative bodies for political participation

Change since 2004
Slightly less favourable security of nationality
More favourable anti-discrimination law

Overview



In last years more and more immigrants are crossing borders of UK. People continue to look for high-skill work, study and family reunion. Many of them are Commonwealth citizens who have some advantages and civic rights. (2)

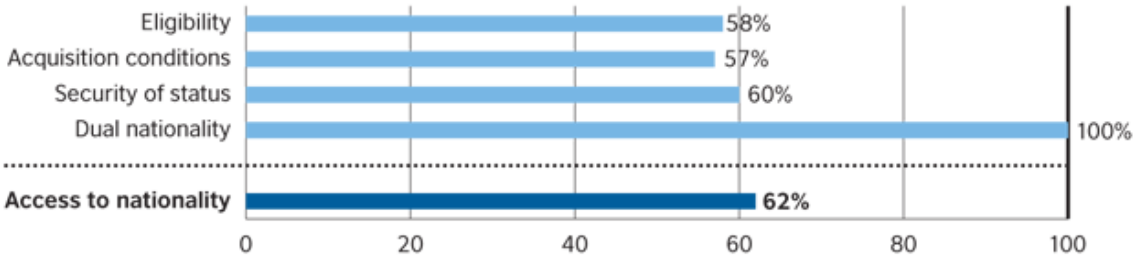
Britons are concerned about the necessity of policy regulations. Believes over Islamism and terrorism increase public disputes on integration. (3) Government debates are circled round legal migration and labour integration of immigrants. Endeavours on integration include reform of supremacy structures and creating a new view of Britain.

According to MIPEX, legal third-country immigrants in the UK are in favourable conditions while integrating into labour market, getting of long-term residence, applying for family reunification. Political access policies scale about 50% to best experiences. Anti-discrimination laws and policies are predominantly strapping and have come into reality since 2004.

Migrant Profile

Third-country nationals as part of the population (2006)[4]	3.5%
Foreign-born as part of the population (2004)[5]	9.3%
Third-country national population (2006)[6]	2,145,000
Cities with largest third-country national population (2001)[7]	London boroughs of Kensington and Chelsea (37%), Westminster (32%) and Haringey (28%)
Largest third countries of origin (2005)[8]	India, USA, South Africa
Immigration of third-country nationals (2004)[9]	325,136
Largest category of long-term migration (2004)[10]	Work (44.3%)
Registered asylum seekers (2006)[11]	23,525
International students (2004)[12]	203,901
Employment rate for third-country nationals (2006)[13]	62.3%
Compared to nationals	-9.4%
Unemployment rate for third-country nationals (2006)[14]	9.8%
Compared to nationals	+4.7%
Acquisitions of nationality (2005)[15]	161,755
Largest third-country groups for acquisition of nationality (2005)[16]	India, Pakistan, Serbia and Montenegro

UK - Access to nationality

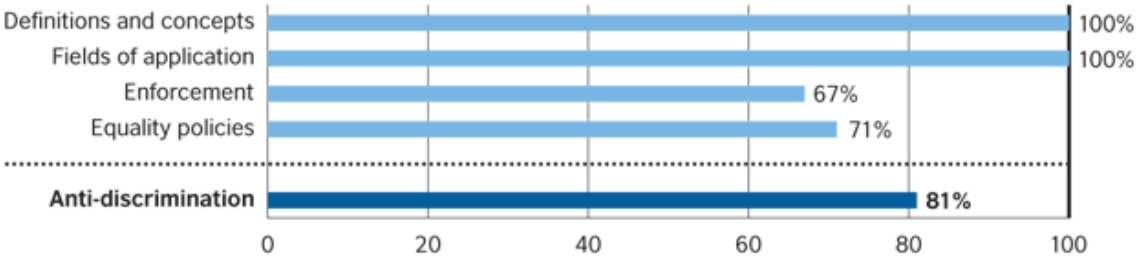


The UK's faintly constructive policies scale 5th, after SE, PT, CA, BE. New comers are legible for citizenship after 5 years of living in the country, spouses could get permit after 3 years. Children born in the country automatically become British citizens or could be registered later if status of their parents is not yet full. Immigrants have to pass language test and test on political system and civic rights. Applicants must provide clean criminal records in order to proceed through system.

Changes in grounds for withdrawing nationality

The UK's score on this indicator decreased with this additional, vaguer ground for withdrawing nationality; "if the Secretary of State is satisfied that deprivation is conducive to public good". The provision would only apply to dual nationals, since another legal provision in the UK explicitly prohibits withdrawals that would lead to statelessness. For more information, see Immigration, Asylum and Nationality Act 2006, Chapter 13, Appeal 56 Deprivation of Citizenship, (1),(2)

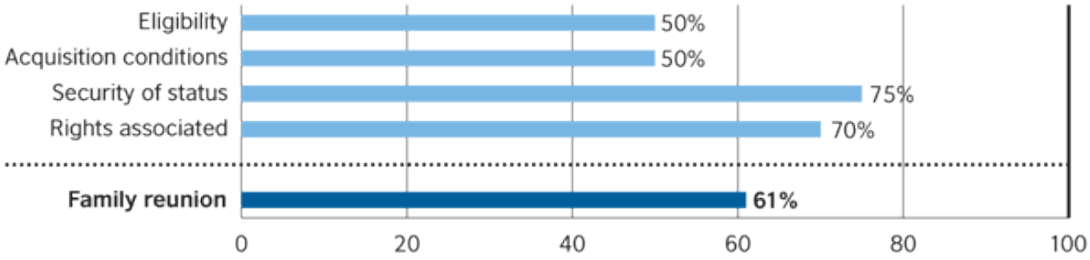
UK - Anti-discrimination



UK provides high anti-discrimination protection to immigrants. It is on the 3rd place on the scale among EU-15 states. It has the highest best rate on easiness of application procedures. For instance, the law predicts the three main fields which affect immigrants – race, religion and nationality. Financial assistance is provided to petitioners as well as protection in other fields.

Since 2004, the UK's score improved overall and on 3 antidiscrimination indicators. The Commission for Equality and Human Rights (CEHR), established by the Equality Act 2006 and operational in October 2007, will bring together the Commission for Racial Equality, Disability Rights Commission and Equal Opportunities Commission. To more effectively combat discrimination in general and on all grounds, the CEHR will be able to instigate proceedings in its own name and assist victims through independent legal advice and investigations. It aims to tackle a main barrier to promoting equality in the UK: the lack of skilled, expert advice and assistance. Also, recent case law provided better guidance on how shifts in the burden of proof should be applied (see Igen Ltd and Others -v-Wong 2005, Diem v. Crystal Service plc 2005, and Aziz v CPS 2006).

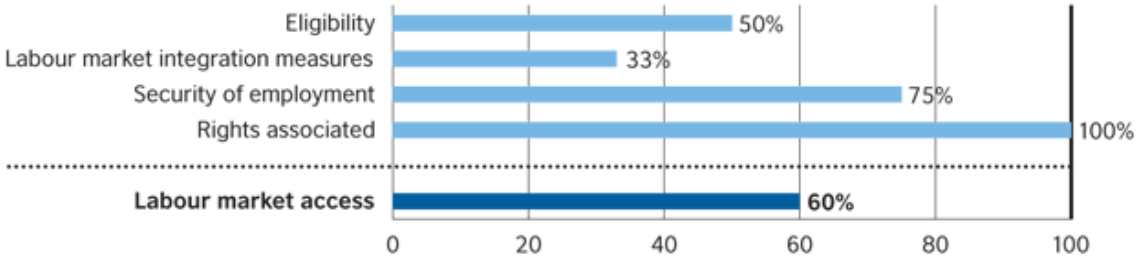
UK - Family reunion



Eligibility is only 50% to best examples. Since spouses, minor children, dependent relatives and adult children are faced with additional clauses. The sponsor has to prove relevant income. It takes time and long burocratical procedures. But reunited families are protected

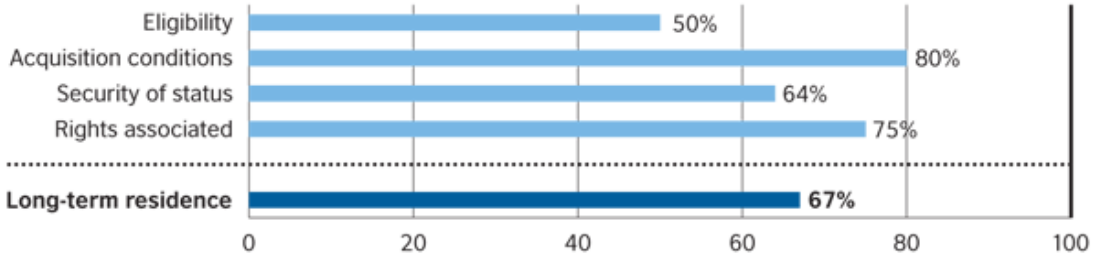
with the law, as partners can be in the country as long as their sponsors. Spouses have the same rights as their partners in educational sphere and labour market, while social support and lodging are limited

UK - Labour market access



The access to labour market is scored as 50 % to best experiences. The may get job in any sector same as EU citizens but self-employment is measured. Thus, immigrants are not supported by labour integration to enhance their employability. Even though the state supports them in recognition of their skills and qualification it does not include immigrants into training funds or study grants. It is very important for immigrants to get a job since after they are less dependent from their partners and can make their own living. It is important especially for women. After getting a job, immigrants have the right to join trade unions, change work or employer in case of unfavourable conditions, less than in a year.

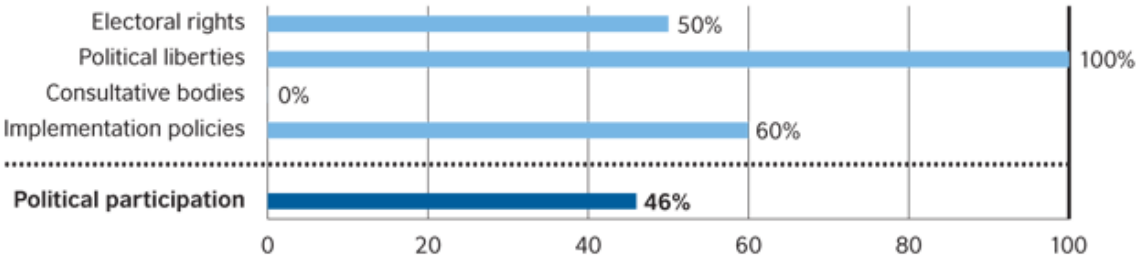
UK - Long-term residence



It is necessary to remind that students could count half of their time spent in the country while studying to get long-term permit. Long-term residents are somewhat protected under the law. They are sheltered from eviction on some grounds, however they can be excluded despite the consequences of the time they spent in Britain and whether they could find job for the period required (highly skilled immigrants, one year visa) A long-term residence permit allows immigrants to obtain a working place, similar to EU citizens. They are also

covered with social protection, health care and housing. Additionally, they are entitled to social security, social assistance, healthcare and housing support.

UK - Political participation



The UK is on the 13th place out of the EU-15 states. Electoral rights scale 50% to best experience. Assert of Commonwealth citizens to take part in an election and vote, could be applied as a yardstick for all UK tenants born outer the Commonwealth. The same as with 21 other MIPEX countries, the UK has achieved best experiences on political freedom, letting all immigrants to enter all kinds off parties and unions. Special conditions allow immigrants' parties to benefit from public funds. The immigrants are notified about their rights in various languages. However, migrants or their unions are not systematically plied by government at any point.

UK - Public perceptions

About 2\3 of Britons consider multiplicity to be a prerequisite for enhancement. About 67 percent are concerned that discrimination is quite common in Britain. Near to 50 percents of Britons believe that immigrants face unfair conditions on job market. A majority of the population is well informed about anti-discrimination law concerning labour market. Round 42 percent of Britons support the idea of family reunification.

VI. Concluding remarks and recommendations

However, wakefulness is growing that there are not only disparities, but also similarities. Firstly, there is a rising believe that immigration and integration are interconnected. A well done immigration policy should also take care about new immigrants. Secondly, it is evident that integration is a continuing process which causes consequences both for local population, immigrants and future generations. Immigrant integration is truly self-sufficient process. It is maintained and regulated mainly by public policies. However, it is hardly possible to bundle integration entirely in liberal societies.

Our examination of challenges in various Member States represents a specific junction in the appraisal of the leading factors connected to immigration and integration. It is clear that there are institutional and cultural facets to integration. Immigrants need to be involved in the major institutions of the society and never be isolated. Likewise, integration is found in different spheres, where structural parts are not always parallel. In this research we have differentiated between social, economic and political aspects.

Different Member States have various experiences with integration of immigrants. Being on different stages of immigrant's regulation they have to deal with eligibility, racism and discrimination. Countries with longer integration experience are disposed to embrace more protecting elements into policies, supplying labour market integration and educational development.

Cultural patterns face the demand to Member States. Host countries are hanging between esteem for cultures of immigrants in a multiethnic environment and the apparent necessitate for a core of commonly mutual assessments and recognitions. The tendency in many Member States has now turned out to be comprised into their integration policies a definite endeavour for acculturation. This tendency is reflected through the large-scale of obligatory introduction of language classes for new comers.

Many from Member States do not exploit the pointers apart the legal and the socio-economic fields. Pointers in the cultural dimension barely look as if they contributed overt role in the policy-making process of integration up to now. However, majority of the

Member States in fact do identify the significance of definite fundamental values, such as social and sexual equality, and broadmindedness, to be espoused by immigrants.

Differences in policy approaches

First, various Member States have made integration policies in different contents adapted for different needs. Member states facing the problem of integration of immigrants for a short historical period are occupied with improving of legal situation rather than developing social integration.

This guiding principle is generally known as mainstreaming. Any type of individual care is judged either as unfair or as counterproductive, as it may drum up anti-immigrant moods. Other Member States, apparently, have no difficulties with the progress of specific measures relating to immigrant integration. They dispute that the offered instruments may not always explain sufficiently for the explicit situation in which many new comers find themselves. Thus, some additional frames are justified, either to identify migrants' customs (e.g. their spiritual or cultural individuality) or to uphold their integration (e.g. language skills). As a consequence the difficulty in comparing policies and policy-making instruments are laying in their unique objectives and roles. Another obstacle is concluded in various definitions of integration and their functions.

Secondly, diversities within Member States subsist not just in their classified ideas for policies on integration, but also, in addition, in the policy fields that seem to be selected for the achievement of these aims. As well, a country with a huge communal school system is more liable to select education as a most important domain for integration than a state where community influence on edification is more bounded. Likewise, Member States with a sophisticated social welfare system are more expected to offer that system a place in their integration policies than Member States with limited welfare stipulations.

Coming to the winding ups, it is possible to assume that migration will change horizons and objectives in the nearest future. Also, it will transform from national and international contest. It will become a kind of a regulating mechanism for numerous cultural, economic, demographical processes.

There is an evident need for managing integration on national and international levels. European states are on the way with maintaining different aspects of integration:

- need for a new approach (making common integration policy)

- improvement of legislative sphere

- free movement of non-EU workers

Among other very important issues needed to be fixed on are demographical, cultural, social, and criminal consequences of immigration.

At present time the dilemmas mentioned above are staying before all Member States waiting to be resolved.

Migrants are usually considered as foreign invaders preying on job places and frequently putted apart from local population. The classical “others” has become a widely known statement applied to new comers. Such constructions have been used by anti-immigrant interest groups and articulated in discriminatory movements and abating social cohesion in regions. From this perspective, it is crucially vital that the players in the in the integration process, host society and immigrants, turn out into frames of integration policy. Policy making is important on all levels from regional to national. A long-term approach is prospected to succeed.

The Council in the conclusions related to integration policy stated in a necessity of a new agenda (European Council, 2007). They marked that creating a multicultural society involves actors on all levels and intercultural conversation emerges as an important instrument for managing integration. The Commission will set up principles for a common agenda and will propose updated incentives. The role of the national supervision will be significantly important in this process. The European Commission will investigate different conceptual approaches of involvement and estimate what weight they play in the integration process. Opportunities for debates including interested parties and, of course, immigrants themselves will be stimulated at all levels European Commission, 2007).

On the other hand, the Commission will also look at the advantages of typical European models for integration of immigrants grounded on past successful practices in order to provide recommendations on diverse issues in the process of integration. The Commission

will also examine how the integration process could work in preventing social disaffection and stigma against newcomers concentrating on management of multiplicity and young generation to prevent appearance of the recipient society indifference.

Finally, the Annual Report on Migration and Integration will be put under consideration for redesign by the European Commission in order to develop useful updated state-of-art instrument for the comparative analysis of trends and developments in policies for integration. It will employ new concept and will serve as a monitoring tool and source of comprehensive information. Moreover, the European Commission will proceed with monitoring of the relevant EC legislation implementation and influence it making on the immigrants.

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