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IMMIGRANT INTEGRATION AND POLICY
FRAMEWORK

An Analysis On The Impact Of Integration Policies Of
Immigrants Within Finland And Their Economic Influence
Within The Welfare State.

BY:

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ABSTRACT

IMMIGRANT INTEGRATION AND POLICY FRAMEWORK

An Analysis On The Impact Of Integration Policies Of Immigrants Within Finland And Their Economic Influence Within The Welfare State.

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The purpose of this thesis is to find out how the implementation of immigrant integration policies have affected immigrants and whether in turn, this has had an effect within the Finnish economic sector. This paper will specifically focus on the decision making processes behind immigrant integration policies, highlighting its different scopes, efficiency as well as the different roles the various actors play and contribute to shaping these policies.

Historically, the issue of immigration was a crucial concern throughout Europe which ultimately brought about high demand for labour, meaning Europe was in desperate need of a high number of qualified immigrants. However, in recent times, there has been a shift and influx of refugee immigration, which brought about significant challenges including the need to integrate these immigrants into their new host societies. This influx of immigration resulted in prohibitive policies at the macro and micro level i.e. European Union level and National level, making it difficult for successful integration measures to take place. This, in turn, affected the labour market and put a strain on the welfare state because there was a high number of unskilled labour and high demand for social assistance.

Through the analysis of case studies, government records, EU portals and network portals as well as policy journals, the study concluded that the chain of immigrants coming into to the EU and specifically into Finland are mostly highly skilled and educated individuals from war-torn countries seeking asylum, followed closely by economic immigrants who come into the country seeking better jobs and improved standards of living. They manage to successfully retain their original cultures while at the same time engaging themselves with their new cultures thus successfully being integrated into the Finnish society. This, in turn, has a positive effect on the Finish labour market in that due to their high levels of education, they are able to work and pay their taxes which in turn alleviates the pressures placed on the welfare system. However, there was also some shortcomings that emerged which highlighted the importance of an effective EU strategy which stretches beyond the regulation of minimum legal principles and sharing of information to promote the integration of immigrants.

Keywords: Immigrant, Integration, Integration Policies, Member Sate, Economic Immigrant

Table of Contents

ABSTRACT.....	i
CHAPTER ONE.....	1
1.0 INTRODUCTION.....	2
1.1 Motivation for the study.....	3
1.2 Aim of Study and Research Questions.....	4
CHAPTER TWO.....	6
2.0 IMPORTANT TERMINOLOGY.....	6
2.1 Immigrants and Immigration.....	6
2.2. Integration.....	8
2.3 Integration Policies:.....	10
2.4 Member State:.....	10
2.3 Economic Immigrant:.....	11
CHAPTER THREE.....	12
3.0 LITERATURE REVIEW.....	12
3. 1 Theoretical Framework.....	12
CHAPTER FOUR.....	17
4.0 RESEARCH METHODOLOGY.....	17
4.1 Qualitative Research.....	17
CHAPTER FIVE.....	19
5.0 EUROPEAN UNION IMMIGRATION POLICY.....	19
5.1 Introduction.....	19
5.2 European Models of Multiculturalism.....	20
5.3 Immigrant Integration Policy at EU Level.....	22
5.3.1 Inclusionist Theories.....	23
5.3.2 Exclusionist Policies.....	23
5.4 Common EU Policy on Immigration.....	25
5.5 EU Legal Framework for Integrating Immigrants.....	29

5.6 Tools Used for Immigrant Integration Policy at EU Level.....	30
5.7 Institutions within the EU that Influence Immigration Integration Policies.....	32
5.8 Duties that Institutions within the EU Play to Facilitate Integration Policies.....	33
5.8.1 European Parliament.....	33
5.8.2 European Council of the European Union.....	33
5.8.3 Committee of Regions.....	34
5.8.4 Asylum, Migration and Integration Fun.....	34
5.9 Main Actors that Carry Out Integration Policies.....	34
5.9.1 National Governments.....	34
5.9.2 Local Actors.....	35
5.9.3 Non-Governmental Organizations and Interest Groups.....	35
CHAPTER SIX.....	36
6.0 FINNISH IMMIGRATION POLICY.....	36
6.1 Introduction: History of Immigration in Finland.....	36
6.2 Finnish Social Welfare System.....	39
6.3 Immigration Policy of Finland.....	40
6.4 Asylum Policies and Issues.....	41
6.5 Roles for the Implementation of the Immigrant Integration Policy.....	42
6.6 Guidelines for Integration in Finland.....	43
CHAPTER SEVEN.....	45
7.0 FINNISH INTEGRATION PLAN.....	45
7.1 Major Unemployment Differences among Immigrant Groups.....	46
7.2 Unemployment Trends.....	46
CHAPTER EIGHT.....	49
8.0 DATA AND RESULTS.....	49
8.1 Barriers to Integration.....	54
CHAPTER NINE.....	59
9.0 FUTURE OF EU IMMIGRANT INTEGRATION POLICY.....	59

CHAPTER TEN.....	60
10.0 CONCLUSION.....	60
References.....	62
Appendix.....	66

CHAPTER ONE

The number of asylum applicants and number of immigrants has been on a rise ever since the early 1990s. Just like in any other part of Europe, stories of these immigrants were all over the news. In Finland, this saw a rise in immigration debates in the early 1990s, as the country was also experiencing a difficult period due to their recessing economy. A significant percentage of the ensuing political debates was a projection of the labour market performance of the immigrants who would stay in Finland, and consequently the impact on public finances. As documented by Pehkonen (2006), the results and trends of these debates have been rather bleak as the wage rates of the immigrants were considerably as low as four percent, compared to native males of the same age. Moreover, the labour market performances showed that both the women from other countries as well as the native women boasted more wages than the general male population.

Ahmad (2005) also explored the aspects and possibility of immigrants getting a job in Finland. In much of his work, he focuses on the use of social networks to acquire jobs. The study reveals that however much there were a nation well-built public employment system agencies in Finland coupled with the relatively easy access to channels offered to job seekers on information regarding job vacancies, the social networks still make up a substantial source of employment opportunities and job information for immigrants within the Finnish labour market. The importance of these networks is predominantly strong for the immigrants who, having come from other countries outside the social system, are very likely to find access to information regarding employment opportunities restricted in the society.

1.0 INTRODUCTION

Globalization has been at an all-time increase in current years due to various factors such as improved transport systems, advances in technology as well as increased labour mobility. With advancements in globalization comes immigration which is catalyzed by searches for better jobs, improved living standards, better education and extreme factors such as war which has been witnessed throughout Europe due to wars in the Middle East, Africa, and South Asia. According to the European Commission portal on Asylum Statistics, in the year 2014 alone, Member States of European Union received 626,000 asylum applications which are the highest number since the 672,000 applications received in 1992. Due to the fact that Finland is home to one of the most highly progressive welfare systems in the world, by which all citizens are assured decent basic living conditions, it attracts a vast number of immigrants seeking a better life for themselves. The large number of individuals seeking residence in Finland has ultimately had an effect on the Finnish labour market, due to over saturation and other factors such as language barriers, meaning there exists a high number of skilled individuals willing to work within the market but there is a shortage of jobs to accommodate every individual as well as a requirement to speak the national language, which are skills most new immigrants do not have (Sarvimäki, 2017). This creates a conundrum because when individuals are unable to generate income, they seek social aid from the government which provides them with assistance at the taxpayer's expense. Through a thorough analysis of the current Finnish political discourse regarding matters of immigration and integration as well as through gaining understanding of scholarly literature and theories that have influenced the sphere of this study, this research seeks to look into the integration policies and how they greatly affect immigrant's contributions towards the Finnish labour market as well as the welfare system, both positively and negatively.

1.1 Motivation for the study

The primary reasons as to why I chose to study immigrant integration policies, with a particular focus on Finland were driven by my own personal experiences. As an individual who has two older siblings who have permanently settled into the Finnish society and culture as economic immigrants, I wanted to examine the measures put in place to successfully facilitate this process and whether this success has been across the board with similarly classified immigrants. My brother initially came to the country approximately eleven years ago as a student but eventually decided to drop his studies and start working. He first started with unskilled jobs but progressively begun specializing in cookery once he secured a job working in a kitchen as a dishwasher. He gradually rose the ranks by becoming an assistant chef and currently is a chef in one of Turku's top restaurants. All this was achieved through using basic level Finnish language which was learned through classes provided by the city of Turku. However, the situation is different for my sister who also initially came to the country seven years ago to study as well. She managed to complete her degree all the while successfully mastering the Finnish language to an advanced level. However, she was unable to secure a job within her degree field which ultimately pushed her to do unskilled jobs while currently completing another degree in a more marketable field all the while receiving aid from the welfare system. Both of them are a product of immigrant integration policies but with different results.

Additionally having casually interacted with some of the immigrants from war-torn countries such as Syria and Iraq on a casual level I came to discover that most of them were economically established in their countries of origin before the war broke out, meaning that they were highly educated and possessed marketable skills. This, however, did not immediately translate into the Finnish market, with the language barrier being the biggest hurdle. This also further sparked my interest in assessing how these individuals would be integrated into their new community while putting their education and skilled labour to constructive use.

Furthermore, immigrant integration is one of the never-ending problems facing the European Union (EU). The immigrant integration related policies continue to be a big

agenda among EU states, and Finland is no exception, more so related to the Finnish labour market in the recent migration history contexts just as much as the fragmentation of traditional society of paid-work. Moreover, Finland comes in as one of the countries considered as late immigrants, and which positive migratory movement trends did not begin until after the start of the 1990s and a region in which the labour migration phase after World War II was experienced as an emigration country and not an immigrant one. This led to the treatment of immigrants as a social burden within the society rather a source of labour, an aspect which tends to explain why the majority of the studies that established many of the immigrants have an unstable career in the labour market. It, therefore, seems that the immigrants in Finland act as a buffer against the downswings and upswings in the economy, not just in the labour market but in many other postindustrial cultures.

1.2 Aim of Study and Research Questions

This research will examine the integration policies of economic immigrants and their effects within the EU including Member state levels. The primary research questions that will guide my research are;

- A. How do the EU frameworks for immigrant integration policies affect immigrants and what dictates their failure or successes within the economic sphere?
- B. How do the effects of both failed and successful policies influence immigrants within the Finnish labour force?

In order to fully comprehend these questions, further sub-questions have been developed. The subsections are in line with answering the following questions;

- i. What are the policy instruments for implementing integration?
- ii. Which actors and elements have an influence on the implementation of the integration policy?

These sub-questions are imperative because it is important to analyze the instruments that are used to implement these policies so as to identify whether they are effective. It is also important to look at integration policy indicators such as knowledge of the local language, employment, and unemployment rates as well as social inclusion rates among immigrants. Furthermore, it is critical to note the different actors that are tasked with implementing these policies so as to note who exactly is or should be held accountable for successful or failed processes.

Additionally, there are some theories that will be referenced in the study so as to aid in wholly understanding the research findings and putting it into context. These theories include intergovernmental and liberal inter-governmental actions. The first theory basically supports the principle that governments should be solely held responsible for integration processes in addition to being the main actors. The second one, however, is founded on the premise that the relations between the state and society have a significant influence on world politics. I will further elaborate on this to express how it ties to immigration and integration police as the paper progresses.

CHAPTER TWO

2.0 IMPORTANT TERMINOLOGY

This portion has a short introduction to the various terms that will be used in the research. These terms are fundamental in creating a simpler platform for understanding the paper as well as constructing a base for a better investigation and interpretation of the research. Further information about these specific terms will be elaborated on within the progression of the paper.

To better understand the basis of this paper, it is important to note that immigrants are the persons who permanently relocate from their home country for varying reasons which will be explained shortly. The process of them moving is commonly known as immigration while the policies that are constructed to facilitate effective integration into their new host country are known as immigrant integration policies.

2.1 Immigrants and Immigration

The term immigrant refers to an individual who relocates from their home country to a foreign country to permanently reside there. In this paper, the term immigrant refers to three main categories of individuals which include, economic immigrants, who are persons who move from their home country to another one in search of greener pastures or for skilled jobs. The next category of immigrants referred to in this paper are refugees who have come to the foreign country in search of protection, while the last category of individuals is ones who permanently relocate because of family ties in the new host country.

According to the United Nation's Department of Economic and Social Affairs, the number of immigrants has steadily increased over the years with the total number being 244 million as of 2015. Approximately 3.2% of the world's populations are immigrants. This is astonishingly equivalent to the fifth most populous country in the world. In 2015, the United Nations reported that 67% of immigrants lived in developed countries while the rest resided in developing countries (UNDESA, 2016).

Individuals are motivated to move from their home countries due to numerous varying reasons which include the search for economic prosperity; which is also known as labour migration. This is often the result of differences in wage rates. If the worth of wages in the new country is higher in value than that of wages in one's native country, he or she may opt to migrate to the new country. Moreover, it has been noted that underprivileged persons from less developed countries often have higher standards of living in developed countries than in their home countries. Additionally, political controversies have been known to be a push factor in regards to immigration. Individuals at times do not agree with their government's rule. Moreover, government instability, war, and oppression, especially when their rights have been violated may drive people to look for greener pastures.

Religious Persecution is another cause, in cases where some individuals are sometimes treated unfairly due to their religion. This is especially true in the cases where one belongs to a minority group. For instance, a Christian individual living in Somalia, which is a predominantly Muslim nation may be forced to relocate to a more tolerant country due to Muslim extremists and jihadist groups.

When the opportunity cost is lower, the immigration rates tend to be increased. Circumventing poverty, racism and sexism are classic push factors, while the availability of jobs and higher standards of living are some pull factors. Although immigration may be beneficial to some individuals, it often has some issues accompanying it.

Individuals have been migrating to Finland throughout history, however, the varying factors have been the geographic regions as to which individuals migrate to, the rates at which this migration took place and the sources of migration, i.e. the countries from which individuals migrated from. Immigration has been a major source of population growth and cultural change throughout much of the history of Finland. The economic, social, and political aspects of immigration have caused controversy regarding ethnicity, economic benefits, and jobs for non-immigrants, settlement patterns, impact on upward social mobility, crime, and voting behavior.

Traditionally, Finnish immigration policies have been prohibitive and immigration has been very limited due to the few residences and work permits that were granted. Generally, since Finland became a member state of the European Union in 1995, immigration rates have vastly increased. However, in comparison with other European countries, the number of immigrants and foreign residents in the country is still low.

Although there have been negative reactions towards immigration due to the presence of language barriers, racial-ethnic tensions and the fact that influxes of immigration put pressures on housing and health care services (Ervasti, 2004). Despite this, there are usually positive aspects that immigrants have which include cheap labour, cultural diversity as well as the fact that some immigrants are highly skilled therefore they help overcome labour shortages.

2.2. Integration

There are several definitions of the word 'integration'. However, in this paper, integration refers to the process of fusing an individual into a new society through helping them adopt the practices of the new host society, without disregarding their own, all the while promoting equality amongst all. It generally places focus on the measures that encourage progress and growth within societies. It includes early childhood care, elementary, post-secondary, and adult education systems; workforce development; and health care among many other provision of government services to communities with linguistic diversity. Successful integration policies result in economically strong communities that are also more socially and culturally aware.

TCNs as well as well as immigrants are tasked with respecting the essential values and norms of the host society as well as actively taking part in the integration processes. The Tampere European Council established a set of core values which are as follows:

- i. Rights similar to those of EU natives should be accorded to immigrants
- ii. Fundamental principles of the host society should be respected.
- iii. Effective participation in all spheres of life with equality.

It is also important to highlight the differences between integration and assimilation as these two terms are often assumed to have similar meanings. Integration encourages individuals to adjust to the norm and take on the values and lifestyles of their host society, without abandoning their own. However, assimilation requires the same adaptation of the host culture, the only difference being, individuals are required to forgo their cultures and lifestyles. This means that there is a loss of one's unique cultural attributes (Uçarer & Puchala, 1997). The main objective of integration policies should be to incorporate immigrants into the host societies in a manner that both cater to the immigrants and natives.

After joining the European Union in 1995, the Finnish government established a docket on immigration and asylum policy, which was linked to the Ministry of labour. This later resulted in the development of a program for immigration and refugee affairs in 1997. Although the Ministry of Labour holds the most responsibility, immigration and refugee affairs lie within the docket of varying national authorities. At the end of 1999, despite the low levels of immigrants, a comprehensive integration policy was drafted. This came into force the same year (Lippert, & Pyykkönen, 2012). Its primary mission is to equip foreign citizens with knowledge of Finnish language, and information about Finnish culture and society, including the possibilities for education and work.

At the national level, the Immigrant Act formally states that the Ministry of labour is responsible for the all-round development, planning, control, coordination and supervision of immigrants' integration. At the regional level, employment and economic development centers are responsible for the immigrants' integration into society and working life. At the local level, the municipality prepares integration programs together with the employment offices and other appropriate authorities. In public and political debate some assume that the Finnish model of dealing with migration and integration issues is too scattered since there is no coherence in policies at different levels and different authorities have different, sometimes even contradictory aims (Triandafyllidou & Gropas, 2016).

2.3 Integration Policies:

Once an immigrant settles in any given country, they acquire a place within the new society; true not only to meet their physical needs, like housing, but also in the cultural and social sense. Integration, therefore, can be defined as the process through which immigrants are accepted into the society, both as groups and as individuals. The definition is rather open to accommodate the aspects of immigration based on the fact that they vary from country to country. Moreover, the openness also mirrors the reality that integration responsibilities are not for a given group, but rather with many other actors; including the government, communities, institutions, and the immigrants themselves, among many possible others. In other words, integration can be seen as a vibrant, multi-actor mutual engagement process that facilitates the effective involvement of all affiliates of a diverse society in the social, political, and cultural life and pushes for a shared and an all-encompassing sense of belonging both at the local and national levels.

2.4 Member State:

Member state, as used in these contexts, imply a country that belongs to a political, economic, or trade organization, in which this case is the European Union (EU). Membership within the organization, as expressed in the Charter of the United Nations, comes for all peace-loving nations that accept the responsibilities as illustrated in the charter, in the organization's judgment, and ability to meet the obligations. Acquiring the membership tag comes by the General Assembly's decision upon the recommendation of the Security Council. Based on the establishments, it is clear that each member state comes as a party to the founding truces of the union, and there henceforth a subject to the obligations and privileges of membership. The member states have to live to the binding laws and in return earn a representation within the common judicial and legislative institutions. The recognition as a member state can only be granted by other specific States. Agreeing and accepting the membership, generally, implies willingness and readiness to assume ambassadorial relations. The United Nations, therefore, comes in not as a State with authority to recognize other states but an organization of independent

States that may admit the inclusion of a new State as a member.

2.3 Economic Immigrant:

An economic immigrant, as defined and used in the paper refers to those individuals chosen for their skills and ability to contribute to the Finnish economy. The economic immigrants may include skilled workers, territorial and provincial nominees, business immigrants, and live-in caregivers. From this standing, the economic immigrants are seen as beneficial to the natives. Additionally, the benefits can only be larger when the immigrants are sufficiently producing different inputs and outputs from the native's production systems. The economic immigrants, as in this aspect, can, therefore, be seen as beneficial to the state as they contribute more in social contributions and taxes than they are likely to be receiving back. Based on this establishment, the definition tends to be driven by the notion that the economic immigrants are neither a burden to the public well-being nor in processes related to fiscal challenges.

CHAPTER THREE

3.0 LITERATURE REVIEW

The integration theories found in Ben Rosamond's book 'Theories of European integration' have very practical theoretical analyses of EU affairs and although there is a great number of empirical studies on EU's general immigration policy, I came to find that the data on immigrant integration in EU level is in fact limited. However, there are some specific essays and policy papers on the topic, with authors including Dr. Andrew Geddes, Emek M Ucarer, Irena Pichola and Barbara Melis who all have fascinating material on the immigration policies of the EU. As for my research on the integration policy at the EU level, official reports and correspondence of EU institutions were highly useful. The papers of Jan Niessen, Rinus Pennix on this issue were very supportive as well. Additionally, I extensively used the online database of EU and some electronic articles from the internet on immigrant integration issues were of importance to have the whole picture.

3.1 Theoretical Framework

Throughout history, the number of immigrants living in Finland had been small. However, this has progressively come to change and the nation has had to address the numerous concerns about the integration and the role immigrants play in the society.

Individuals who are currently trying to fit into the Finnish society include expatriates and asylum seekers together with their families, skilled westerners and Baltic work migrants. Unfortunately, not all immigrants are equal in reference to their right to social welfare or accessing the job market as permanent residency is not mandatory for employees or self-employed individuals migrating from within EU/EEA states. However, for immigrants from non-EU/EEA countries, accessing the residency permit in Finland is problematic because of the discrimination in the job force.

Among the immigration theories, one would argue to include international relationships, attributed to the likely impacts it may have on immigration-related

activities. International relations looks into the interactions of the country actors concerning international politics. The international relationship creates a type of situation of a confined space where people, or countries, can live in a harmony without any law enforcement and self-help as the only way of enforcement (Adamson, 2007). Within the help of international policies, countries come together to design a foreign policy, international trade and economics, international development, international conflict and negotiation, and terrorism issues among other aspects. Good international relationships, therefore, tend to give immigrants favorable conditions from as a country would be subject to the set international policies. However much this is very likely to impact the immigration processes, it would be hard to classify it as an immigration theory. The first theory utilize, therefore, was that of intergovernmentalism, which was first introduced in the 1960's and suggests that "European integration is directed by the activities and actions of nation-states" (Hix & Hoyland, 1999). It primarily believes that the state solely carries the responsibility of integration and is the primary actor. Within the EU, which is a conglomeration of 28 member states within Europe. The theory of intergovernmentalism is a means of reducing the powers of supranational institutions, thus preventing the establishment of common policies.

Intergovernmentalists propose that while sovereignty stays with individual member states within the EU, pooling together their sovereignty and delegating specific tasks to European Institutions may be in their best interest. This is owing to the belief that "governments explore integration as a way of solving the problems that they have in common" (Rosamond, 2000). Intergovernmentalists view European collaboration as a mandate of power to European institutions to enable them to work more effectively and increase their credibility, instead of consigning of sovereignty.

The second theory of liberal intergovernmentalism finds itself on the concept of two-level scheme. The first is alternatives for policy within the domestic state and the second is nationwide bargaining in the international realm. "National administration function in two sectors basically simultaneously. At the domestic level, power seeking individuals in office seek to construct alliances of support among domestic groups. At the international level, these very actors seek to bargain in ways that enhance their positions

domestically through meeting the demands of key domestic constituents” (Rosamond, 2000)

Professor Andrew Moravcsik’s rationale of liberal intergovernmentalism claims that the EU as an intergovernmental system is intended to manage economic affiliations through arranged policy co-ordination. His rationale implies that all decisions made by the EU are brought about by the bargaining between states. The liberal intergovernmentalist approach has been reviewed as having a very narrow scope, with Moravcsik’s impression of the state is highly limited and oversimplified because it places significance on economic matters and does not really focus on the fact that the EU is more of a multi-level union, instead of the two level union that Moravcsik describes in his theory.

Additionally, Moravcsik’s negating the key role that supranational institutions within European integration play has also been chastised, with one author quoting; “Moravcsik’s description of the Commission as playing a role of little more than a facilitator in regard to significant decision making has attracted particular criticism, with several empirically based studies asserting to show the Commission does exercise an independent and influential decision making role” (Nugent, 2017). Critics imply that the through policy enterprise, the Commission may affect policy outcomes.

One instance where formal intergovernmentalism theory was utilized was with the Maastricht treaty which was signed in the year 1992 and established what was known as the third pillar of the EU within the docket of Justice & Home Affairs (JHA) placing asylum and immigration affairs within it. JHA was handled by Title VI of the Maastricht Treaty. Additionally, article K1 cataloged concerns that were considered to be issues of common interest, and not necessarily common policies (Geddes, 2008). These include asylum policy, statutes guiding the free movement of individuals who come from external member states, immigration policies and policy regarding natives of third world countries, as well as the conditions of entry to and movement inside the member states territory, the conditions of residence inside of the member states territory as well as access to employment and family reunification.

It is evident that immigration integration processes were inadequate and were not a

definite issue within the treaty. The support for immigration affairs in the legal realm was feeble as it did not necessarily include mandatory directives. Alternatively, there were three policy instruments that were available for members encompassed within the third pillar which were; Joint positions-which had no binding functions, Joint actions- which relied on the consensus so as to acquire the binding functions and Convention- which needed approval at the national level and this ultimately brings about tiresome procedures before they are implemented.

Indeed, the immigration issue was for an extended period a controversial concern all through Europe. Given the entire labour demands in Europe, it required some standardized qualified immigration. In the later periods, however, the high amount of refugee flow came with more challenges. Perceived dangers of immigration caused alarming responses with the generation of restrictive policies both at the EU and national levels. The policies at the EU levels were very interesting attributed to the great sensitivity of immigration-related issues to the preparation of EU policy levels and state of sovereignty which face challenges regarding the balance between supra-nationalist integration logic and the intergovernmentalist technique, through which assists in illustrating the motives behind the EU level cooperation and the supranational institutional roles in crafting the EU policies, just as much as the capabilities and scope of the policies. Generally, the immigrant integration policies enable a comprehension of the issues in a clear and concise manner.

The policies are of a great significance for the social solidity of the European societies and an inseparable aspect of the immigration policies (Wickramasinghe & Wimalaratana, 2016). However much, as it may be shown, the EU has no competence on the matter, there are real chances for the EU to establish a means of assisting the policies of its member states. However, this has never been the case as the members seemed reluctant to share extended sovereignty or give up more competencies or even give up the unanimity rule of decision making on immigration-related issues, which subsequently prompted a common way of decision making that emphasized on restriction and security (Huysmans, 2000). In other views, the EU still appears to possess no determination nor vision for a coherent policy of immigration, which may very well be attributed to its

perceptions of immigration itself, which is still very likely to be negative. Many migration forms, including asylum, illegal, and families, are perceived as a threat and unwanted. It should be noted that the perception of the migrants as “unwanted” doesn’t come as due to the personal attributes of the migrants, but rather as an institutional context both national levels and at the EU which contribute to this notion. As a consequence of these beliefs, the EU policies continue to be more reactive directed towards dealing with crises over un-welcomed entrances, rather than proactive and directed towards making efforts to lure and integrate immigrants while protecting the asylum seekers.

CHAPTER FOUR

4.0 RESEARCH METHODOLOGY

The chapter illustrates the methods of research employed in the research.

4.1 Qualitative Research

Qualitative research includes research that uses data that does not represent ordinal values (Forsander, 2003). Therefore, these methods of research will be used so as to come up with an exhaustive examination of the proposed topic in this research study. Due to the fact that this paper will analyze the immigrant integration policy framework in the EU with a specific focus on Finland, the comprehensive approach that qualitative research methods provide is what is needed to get precise information as to what is being studied. One benefit of the qualitative technique is the fact that its research methods can make use of a number of different methods and strategies. Since policies are socially formulated and carried out by people, the analytical and interpretive characteristics of qualitative approach will play an important role in this study. The data gathered includes information from texts, images, case studies, government studies and records, EU portals, network portals as well as policy journals.

Additionally, to increase the outlook, intensity, and depth of this research, combining approaches it's important. With this in mind, "quantitative research puts emphasis on quantification and numbers in the collection and analysis of data" (Bryma, 2001). Therefore using both these methods will enable me to make use of their advantages to make better research and analysis in the relevant issue. For instance, while examining policy making as a process, and as a subject to change over time, qualitative methods are helpful and when structural and statistical features of social life and institutions are in focus quantitative approach is useful. This research is on the impact of integration policies and their economic influence within the Finnish state will be carried out as a qualitative study. The mission of this study is to gain understanding into whether failed integration policies have an effect within the Finnish labour force, for example, if an

immigrant is not successfully integrated into the Finnish society due to lack of language classes, adequate health care, and affordable housing, will they be able to secure a job within the labour force especially within their field of specialization? In order to compile this data, the activities and experiences of immigrants have to be compiled therefore qualitative research methods are the most suitable for this type of research (Bryman, 2001). I ultimately choose to use case studies, a grounded theory which is supported by existing records on integration policies within Finland as well as narrative inquiry because it encompasses personal as well as the human scope of experience over a period of time and notes the relations between the individual's experience and the cultural context (Clandinin & Connelly, 2000).

CHAPTER FIVE

5.0 EUROPEAN UNION IMMIGRATION POLICY

5.1 Introduction

It is paramount to first look at immigration policies on a grander scale before focusing on a single nation so as to get a general scope of the policies at a macro level. There exist three different phases of immigration in Europe. The first phase took part after the Second World War between the years of 1940 and mid-1990s. The primary reasons behind this were mainly humanitarian and kinship inspired. The average number of refugees was 1500 at the end of the 1980s.

The second phase was from the mid-1990s to early 2000s. This is the phase of integration which is the approach Finland adopted. Due to this, Finland developed a principle that combines the integration of individuals into society with the collective right of communities to maintain their own culture. Belonging to a recognized and accepted ethnic and cultural community was considered to be an asset in the integration process to the Finnish society in general. This is received legal form when the action on the integration of immigrants and reception of asylum seekers was approved in 1999.

The most recent phase in Finnish migration policy focuses on labour migration. According to the government's migration policy programme, which was approved in December 2006, integration is still the central tool for regulating immigrant's lives. Since the beginning of 2011, Finland has had a new integration law. The prominent changes in it are an extension of groups justified in the integration plan and support. According to OECD, there are approximately 20 million foreigners living in EEA which amounts to 5.3 percent of the total population (OECD, n. d). The accomplishments of a common immigration strategy at the EU level are highly influential on the successes of the integration of immigrants into a society. In order to produce fruitful long-term goals, the integration and immigration policies need to be in tandem and complement each other. The lack of dependable integration policies and the real or foreseen shortcomings of the integration of immigrants can result in a turn to essentially negative views of migration and immigrants and hence reinforced defensive immigration policies (Pennix, 2009).

After World War two, there was a surge of immigrants who flocked to European countries, thus resulting in diverse and distinct cultures, languages and traditions. This posed a problem for the European societies because they saw these new immigrants as threats to their national identity, and a threat to their welfare state by collecting the benefits initially intended for natives (Uçarer & Puchala, 1997).

Currently, unified and constant efforts towards integration of migrants are highly fundamental due to the ever-growing populations of non-nationals in member states. The increase in the support of far-right political parties, who openly take advantage of people's concerns and animosities is often due to public disputes that result in intolerance, community tensions and on occasion violence (Arter, 2012). Rosamond implies that organizations are not merely utensils for politics but rather a foundation where actors can undertake constructive work. They are primary variables between policy outcomes and actor preferences. Standing from Rosamond's point of view, the bureaucratic political approach would argue that policy outcomes emanate from a bargaining game among small but highly positioned governmental actors. The governmental actors are brought play with possession of varied abilities, positions, and preferences of power. The participants are to choose policy and strategy goals depending on the ideas perceived to serve the personal and organizational interests best.

5.2 European Models of Multiculturalism

It is important to note that there are different models that categorize ethnic and cultural differences in Western and Northern Europe so as to fully comprehend the scope of the research. The first is the *Segregationist model* whereby the interaction between the natives and immigrants is officially kept to a minimum and the ethnic communities form separate organizations and institutions. Free movement within the nation-state territory is usually permitted due to the need for additional labour and gaining citizenship is usually difficult for immigrants. This model was applied in West Germany during the 1980s and the 1990s and still is in use in different forms in some Eastern European countries, with present Hungary being one of the most extreme examples.

The second model is that of *Assimilationist model* whereby all individuals are seen to

be an equal member of society despite cultural minorities and differences not being formally recognized. This model has been practiced in France where immigrants have had comparatively easy access to the country, as well as obtaining citizenship and rights but they have not been able to advocate for their cultures and cultural identities within public contexts and were also not recognized by the public institutions.

Thirdly, there is the *Multiculturalist model* which has been applied in Britain, Sweden and the Netherlands. The essential concept behind it is that the state adopts practices which make it possible for immigrant communities to preserve their cultural traditions. This model includes the idea that in addition to citizen's rights, cultural rights are a crucial part of the jurisdiction of society.

Lastly the model that has been adopted and endorsed within Finland is the *Integration model* whereby the public authorities and administration adequately, transparently and directly regulate immigrant's participation within society as well as their interaction with the native population through providing native language courses, technical education and labour market projects in addition to encouraging the promotion of their 'original' cultural attributes whilst also guaranteeing their right to maintain their 'original' cultural attributes.

When expressing the concept of multicultural society, John Rex says that "Thus multiculturalism in the modern world involves, on the one hand, the acceptance of a single culture and a single set of individual rights governing the public domain and a variety of folk cultures in the private domestic and communal domains" (Rex, 2010) Generally, the Finland integration system appears to follow in these lines. Just like in Rex's domain, the Finnish system appears to have developed an ideal model of multicultural society with the main features of a diverse private domain coupled with a unitary public domain. Clearly, there exists a conflict between the domains of the private and public area. It is, however, important to let the immigrant minority societies not just with their association networks, but also with their beliefs and religious organizations untouched; as for them and what they stand for, it is very crucial for issuing them a source of identity and a home feeling. However much these minority groups may appear to be conflicting the order in place, there no way mirror any form of threat to the unity of

the society attributed to the likelihood that a new multicultural order will evolve through dialogue and conflict between the cultures as they clash on matters related to values (Rex, 2010). Rex's theoretical multiculturalism concept merged with the assertion to encourage diversity in private while encouraging it the public arenas appears attractive, more so when distinguishing it from the pluralistic model. In an attempt to better the inter-ethnological relations, the politicians need to make clear their points on pluralism or multiculturalism. Nonetheless, Rex's concept represents a likely successful idea of living in harmony.

5.3 Immigrant Integration Policy at EU Level

It is perceived that immigrants will be successfully integrated into a society when a common immigration policy is implemented at the EU level and is quite important for both immigration and integration policies to complement each other in efforts to realize long-term goals. According to Pennix (2009), 'the lack of a consistent and clear immigration policy is an obstacle to effective integration policies'. Ucare further notes that western communities are increasingly having suspicions that immigrants will weaken national identities, and pose a threat to the welfare state by claiming to share those benefits that were initially intended for nationals (Uçarer & Puchala, 1997).

Additionally, throughout Europe, discrimination and xenophobia towards immigrants have been rampant among natives. In fact, a study conducted in 2002 quoted by Messina illustrated that 'throughout the EU 45% of the population had concerns that the population of immigrants was too high, 40% considered the population as being high while 10% considered them as not being too high. The rest of the population were neutral (Messina, 2002). Regardless of the economic gains that post-war immigration has brought about, social problems are still rampant, which brings about the challenges of integrating the 'predominantly non-western, non-white and non-Christian immigrant populations into the essentially white, Christian societies of western Europe' (Messina, 2002). Therefore owing to the steady increase of non-nationals in member states, coordinated and continuous efforts to safeguard the social interaction of immigrants is fundamental.

Conventionally, Europe is viewed as a sphere of liberal and constitutional values which are void of any sort of discrimination, bias, and intolerance by its people. The actualization and safeguarding of these rights should be universal, meaning all individuals must be fairly included. This, however, is not what happens with Third Country Nationals (TCN) who reside in Europe. As a result, there are two opinions which exist towards the immigrant population (Uçarer & Puchala, 1997).

5.3.1 Inclusionist Theories

The theories are supported by traditional constitutional and liberal values founded on resilience, individual rights, equity and equality among all. These theories support the integration of TCNs into host societies.

5.3.2 Exclusionist Policies

These are policies which favor long-established nationalistic attitudes and insist on equal treatment in regards to rights should be reserved for citizens. This categorized TCNs as an ‘object’ of policy instead of being a part of it. This can be observed at both EU and member state level.

Throughout the EU, immigrants have been prohibited access to welfare benefits because they have been viewed as undeserving of them. They have been seen as ‘abusive’ and ‘fraudulent’ in that they are economic migrants looking to circumvent the strict rules and regulations on economic migration and are ultimately a burden to the welfare states (Drinkwater, Eade, & Garapich, 2009). Social exclusion in the form of refusal of the opportunities to work in addition to replacing cash benefits with vouchers is a method of discouraging immigrants to settle in these states. Geddes contends that in such cases, one’s character is not what matters, but instead the preconceived perceptions by which organizations have of them (Geddes, 2008).

The increase in the support of far-right wing political associations has been fueled by public resentment of immigrants in addition to the fear of difference which leads to discrimination and tensions within communities. Central in integration policies should be to integrate such individuals into host societies, failure to which will promote discrimination, social exclusion and the rise of racism and xenophobia.

There are two leading factors that have brought about a demand for increasingly effective EU strategies to encourage social, economic, political and cultural integration which include acknowledging past failures to effectively integrate immigrants and the concern with the increase in the support for far-right political parties. Previously, the EU policy agenda was mostly focused on restrictive measures to keep TCNs out of the union instead of improving the status of the TCNs already settled within its borders (Freeman, 2004). It had previously been the responsibility of member states to integrate immigrants into their societies; however, this has changed in the past years with the Amsterdam Treaty in addition to the Tampere council meeting. The Tampere Council provided incentive by identifying the immigrant integration as one of the four key elements of the EU common immigration policy. It claims that ‘the EU must safeguard the fair treatment of TCNs who legally reside within the territories of its member states. An intensive integration policy should seek to fulfill the same rights and obligations that are accorded to EU natives’ (Melis, 2001).

While the establishment of integration policies is largely the responsibility of member states with local authorities having a very important role to play, EU policies in this field would become a facilitator for those local policies. Pennix notes that there are different possible functions for EU in the field of integration: first, framework setting, where the EU should influence the way a society looks at migration and integration: second, norm setting, where such norms should codify immigrant status, develop anti-discrimination policies and examine the extent to which immigrants have access to public institutions and to economic, social, political and cultural spheres of the host society (Pennix, 2009). As immigrant integration is a relatively new matter of concern within the EU agenda, there is a limited number of political activities and developments of the same. However, the commission has been very operative herein in coming up with legislatures and presenting common framework via communications. The latest communication on integration, immigration, and employment is the ‘Action Plan on the integration of third-country nationals’ which was published in June 2016. This is the most recent document released on this issue. Consequently, this document will serve as the main reference point of immigrant integration policy at the EU level.

Another key document from the commission is the Annual Report on Immigration and Asylum of 2013 which notes that the process of integration is made up of several EU policy areas which have an effect on several aspects of immigrants such as education policies and social cohesion thus making it a cross-policy affair.

5.4 Common EU Policy on Immigration

One important thing to note is that there is no common EU immigration policy in existence on a supranational level (Niessen, 2004). This is essentially a result of the changes the Amsterdam treaty brought about including the establishment of a community-based immigration policy. However, there are two main reasons for this which include:

- i. Member states were hesitant to divide their sovereignty and give up more responsibilities to the EU level institutions. They were not prepared to abdicate the unanimity regulation which applied to decision making in relation to immigration affairs which thereupon resulted in the 'lowest denominators' ultimately making the decisions which often prioritized on restriction and security.
- ii. Member states feel conflicted in regards to coming to a conclusion on an agreed common approach due to the sensitivity of the issues involved:

Several modes of immigration for instance family reunification, illegal immigration, and economic asylum are often unwanted and are viewed as threats (Drinkwater, Eade, & Garapich, 2009). Due to this, EU policies were mostly constructed in a reactive manner, instead of proactive. This mainly means instead of putting in an effort to draw in and integrate immigrants, they dealt with immigrants in an unwelcome manner. However, this was changed after the period Amsterdam treaty which noted encouraging progress. The Tampere Council meeting, which was wholly committed to immigration, was also a very important factor in generally defining the EU general framework. Niessen debated that the adopted mandates lacked compatibility to the extent that they were almost meaningless apart from the small role they played in acting as a first step towards establishing a common mandate e.g. family reunification (Niessen, 2004). The Commission has changed this in current times as it now effectively attempts to include

the topic of legal immigration into its socio-economic agenda at EU level. Additionally, Niessen (2004) campaigned for migration to be included in the European socio-economic agenda. European countries for a long time believe that immigration was a negative thing because they thought that immigrants came to Europe to exploit welfare benefits, therefore they developed restrictive policies. Therefore there is a need for open debates to try remedy the situation. The OMC on immigration would be an ideal tool in creating awareness and educating the public on the impacts of immigration in addition to providing a common framework for analysis.

Additionally, it is relevant to know what kind of policy the EU expects to pursue towards integrating immigrants in terms of the context of policy. As we have seen so far, EU is trying to create a general framework for cooperation and thus to help member states to effectively maintain their own integration policy rather than to replace it. This method takes into consideration or assumes that immigrant integration is implemented at the member state level and not at the EU level. The commission argues that it is important to acknowledge the fact that integration is a process that is long-term and particular consideration needs to be given to second-generation immigrants, who are often overlooked. The Commission also lobbies for a comprehensive approach during the implementation of immigrant integration policies whereby issues dealing with citizenship, religion, participation and political freedom should be addressed. The participation of immigrants within numerous aspects of society is very important in the successes of such policies. A communication by Commission of EC (2003) highlighted the significance of a comprehensive strategy, which is illustrated below:

- a) *Integration into the labour market:* Access to employment has been identified as the greatest barrier to integration and thus the most important political priority with national integration policies by member states according to the Commission's annual report. At 52.7%, the employment rate of non-EU nationals in EU is significantly lower than the 64.4% rate for EU nationals. The handling of diversity may be an important tool to promote the integration of migrants in the labour markets.

- b) *Education and language skills:* Most immigrants have some qualities that are

beneficial to the EU labour market. The issue that commonly emerges is the acknowledgment of their academic and professional qualifications. The absence of language skills of the host society is also a major barrier to integration. Member states seek to rectify this by arranging for specialized language courses for newly arrived immigrants. EU summarizes that the education system may be a positive agent in supporting multiculturalism and diversity within both the host society and immigrant population as a means of battling discrimination. An assessment of an immigrants background in regards to their past professional experience and accomplishments will make increased strides in maximizing and realizing the immigrants' full potential.

- c) *Housing and Urban affairs*: One basic necessity to human need, let alone integration is the access to housing. The inadequacy of affordable quality housing in ethnically mixed areas is a problem many migrants encounter. On one hand, when immigrant residence concentrates in one area, it creates the risk of isolation from the host society. On the other hand, in the ethnically mixed areas racism and xenophobia emerges as an obstacle to migrant's sense of belonging and participation. Therefore, those factors should be taken in integration policies into account.

- d) *Social and Cultural surroundings*: Socializing and meeting others is a relevant measure to be undertaken so as to assist the immigrants in settling down and integrating into the host society. The interaction between different cultures and religions escalates tolerance and respect, therefore strides towards this are required to promote this participation in daily community life. Factual data about immigrants in addition to their practical input both in economic and cultural spheres within societies needs to be publicized, failure to which may result in sustained animosity, social exclusion, racism, and bias. Individuals who can easily reach the masses and who have access to public platforms such as politicians should be tasked with the responsibility of being educators and creators of awareness to the public.

- e) *Nationality, Civic citizenship and respect for diversity*: Obtaining nationality is a facilitator to integrating immigrants as it increases the sense of belonging to the host society. Therefore EU urges member states to make it easy for legally resided immigrants for sufficient time to get the citizenship of that country especially for 2nd and 3rd generations, it should be automatically available. Naturalization in itself is not enough for integrating immigrants. Participation in the political decision-making process is considered a hurdle in the integration process. Offering foreigners similar rights and obligations as EU nationals is paramount.
- f) *Civic education or orientation for new immigrants*: The understanding of basic norms and values of the host society such as information about fundamental right and obligation including equality of men and women is crucial.
- g) *Fight against discrimination and racism*: There is often negative stereotyping of immigrants in the media and the rise in support for far-right political parties in some member states has fueled the fire. Anti-discrimination policies are not always connected to integration policies in many member states. Comprehensive integration policy should involve both mainstreaming and specific programs addressed to integration. Mainstreaming immigration means actively and openly taking into account immigrant issues in all relevant policies and measures at EU and national level (Commission of EC, 2003). EU institutions have been working on *common basic principles* for immigrant integration policy in the EU which include viewing integration as a dynamic, two-way process involving both locally residing TCNs and host society and implies respect for the basic values of EU and fundamental human rights. Additionally, employment is a very key part of the integration process and is essential to the participation of immigrants to the contributions immigrants make to the host society and to make these contributions visible. Basic knowledge of the host society's language, history and institutions are indispensable for integration; enabling

this knowledge to the immigrants is essential for successful integration moreover, efforts in education are critical to preparing immigrants and particularly their descendants, to be more active and more successful participants in society. Lastly, access for immigrants to institutions as well as public and private goods and services, on a basis equal to native citizens and in a non-discriminatory way is a critical foundation for better integration.

All these basic principles are not binding but can be a good framework for greater coordination of national integration policies and EU initiatives. Where member states have come to a consensus, fascinating developments have been achieved in accomplishing integration policies. Equally, there has been little progress in the achievement of set objectives where member states have disagreed. Therefore to achieve optimal progress, all interested parties must be in harmony.

5.5 EU Legal Framework for Integrating Immigrants

The development of a general legislative framework that identifies the rights of TCNs is the foundation of the EU approach to the integration of immigrants. It is merely in the recent years that the EU has come up with a relatively exceptional number of mandatory legislative requirements for immigrant's integration policies. The primarily focused on setting the minimum principles in non-conformist areas for TCN which should be considered by member states during implementation.

In 2003, the 'Directive on the right to family reunification' which in itself is a fundamental aspect in matters of immigration (Council directive 2003/86). Establishing secure family communities means that immigrants are able to contribute towards building their host societies to the fullest of their potential. This directive states that individuals who acquire a residence permit for two or more years have an increased chance of securing a permanent residence permit. Shortly after this, a directive that affected the 'status of third-country nationals' was developed and it stated that immigrants would be able to secure a long-term residence permit after residing in the host country continuously for a duration of five years (Council directive 2003/109). This ultimately meant that the TCNs would be granted a legal status that was comparable to that of EU citizens. Despite

this, the free movement of TCNs is limited (Niessen, 2004). Upon further analysis, it is identified that these mandates do not give equal treatment to both EU citizens and TCNs and in fact leave most of the foresight to member states. Moreover, EU has established a legal framework to battle intolerance, which has since had a positive effect to integration efforts due to affirmative action and implementing standards of equality regardless of ethnicity or race on all fronts.

5.6 Tools Used for Immigrant Integration Policy at EU Level

The EU Commission advises that an assortment of instruments and resources be utilized when formulating EU immigrant integration policies in addition to actualizing set objectives at the EU level. It is important to mention these tools so as to fully comprehend how these policies are formulated. The first one is an *Open method of coordination* which is based on soft law whereby there is no legal support to ensure compliance with the set objectives, instead, there exist some measures to control them. In 2001, the commission suggested that OMC should be used for immigration policies (Commission of EC, 2001). Member states still remain with the responsibility over immigrant issues for instance economic migration and integration policy in spite of the communication of majority of immigration affairs. This is primarily brought about by the sensitivity of immigration issues because it has a direct influence on civil society. The Commission, therefore, encourages such issues to be discussed in an open manner both at EU and national level. OMC therefore promotes the free flow of communication and was constructed to reinforce and endorse community laws on immigration in addition to administering a framework for the assessment of the implementation of its policies with member states (Commission of EC, 2001). Moreover, it is very useful when building an EU framework for the integration of immigrants. It has been traditionally used in the spheres of social inclusion as well as employment and was further proposed to be used in integration policies due to their forthright relevance to the integration of immigrants within the EU. Considering the policies of immigrant integration is multi-faceted, this tool could prospectively tie together all these principles thus deepening the acceptance and transparency. This tool is best at identifying the obstacles that arise when integrating

immigrants to the society. It was initially constructed to assist member states in gradually forming their own policy in an organized manner. Through introducing national targets, OMC is able to construct solid protocols at the EU level which can be adapted to local policies.

The Commission reconciles the process by establishing benchmarks and symbols that assess the progress of these legislations. Despite all this, there are some disadvantages to this tool, which includes the fact that it is entirely dependent on voluntary collaboration and willingness of its participants, that is, the member states, ultimately meaning that endorsements cannot be imposed if the criteria are not honored (European Policy Centre, 2014).

The second one is *European migration network*. The availability of information is a very important aspect of the policy framework so as to effectively raise public awareness of the varying input that immigrants have to the EU social, economic and cultural life. Additionally, the availability of information is very important to promote the success and appraisal of policies. In the year 2008, the Commission legally adopted the European Migration Network which is responsible for presenting current, objective and candid information on asylum and immigration at EU and member state level and this information should be available to policymakers, stakeholders, and practitioners.

Lastly, the *EU Immigration Portal* was established by the commission in 2011 as a means of enabling individuals who hail from a foreign land a chance to access specific information about moving to the EU. It also applies to the immigrants already residing within the EU but wants to migrate to another country within the EU.

5.7 Institutions within the EU that Influence Immigration Integration Policies

Institutions within the EU have a high influence on EU level policies in regard to immigrant integration. One of which includes the Commission, which was granted the

exclusive power to initiate immigration affairs after the transitional era by the Amsterdam treaty. It has been highly active and has taken up the leading role in immigration policy developments as well as pioneered several initiatives towards pro-immigrant activities. It also plays a key role in policy implementation by including pro-immigrant groups into integration processes through consultations. Through funding several projects that are geared towards eradicating discrimination and promoting social inclusion, the Commission has played a very significant role.

Another institution that has had an influence towards the immigrant integration policies is the European Parliament who has undertaken numerous actions to encourage social benefits within the EU and by supporting anti-discrimination movements all over Europe. They have also been increasingly active towards efforts of incorporating European citizenship within the policy agenda. It is therefore essential to include stakeholders from the macro to the micro level within the policy framework, so as to have successes with the implementation of these policies. Likewise, the European Council or the council of ministers have played an essential role in regulating the foreign policy moments of the EU as highlighted in the Maastricht treaty. The European council plays two roles which include providing general political advice to the EU in addition to resolving the matters that are contested by the council of ministers (White, 2001).

Another institution that operates at the EU level is the Justice and Home Affairs Council which brings together ministers from the now 28 member states, approximately bi-monthly to deliberate on matters concerning the progress and implementation of immigration policies. The decisions are concluded through decision-making processes. The European Council meeting that was held in Tampere in 1999 formulated a policy framework which enabled member states to establish a common immigration policy in addition to political protocol and targets for the progression of a common EU immigration policy which includes a universal European asylum strategy founded on the Geneva convention, an all-inclusive approach when collaborating with countries of origin of TCNs in regards to human rights, political and developments, impartial treatment of TCNs legally residing within member state's territory by implementing a highly dynamic integration policy that seeks to award them a status comparable to that of EU natives as

well as reconcile national laws and legislation that address the free movement and freedom of residence for TCNs.

5.8 Duties that Institutions within the EU Play to Facilitate Integration Policies

It is of importance that the varying roles that institutions play within the EU are analyzed in regard to policy making processes as well as moulding policy outcomes so as to fully comprehend which organization or political body is responsible for specific duties.

5.8.1 European Parliament

The roles of the European Parliament were greatly strengthened by the Treaty of Amsterdam; however, it still remains less powerful in the framework of Community policies.

5.8.2 European Council of the European Union

This is primarily responsible for decision-making processes, with heads of each member of state attending the meetings. The council in liaison with the European parliament pass laws that are in the form of proposals brought forward by the European Commission. This council directly represents member states, with the Justice and Home affairs council are liable for immigration policy affairs. They adopted the common basic principles for Immigrant Integration Policy in the year 2004 which acted as foundations for EU activities in regards to integration (OECD, n. d). Some of these principles include viewing integration as a two-way process of mutual effort from both the immigrants and members of the host society. In addition to creating access to institutions as well as goods and services to immigrants with the same accordance that is granted to citizens. In the year 2014, during the review of the common principles, the definition of integration was revised and reviewed to be a long-term and multi-faceted process that catered to EU's fundamental principles such as human rights and democracy. They also stressed the urgency of the policies to take up a holistic approach that generalizes integration into all applicable policy dockets and spheres of government.

5.8.3 Committee of Regions

This is the political association that gives a voice to local and regional level institutions in EU policy development and is mainly a consultative association.

5.8.4 Asylum, Migration and Integration Fund

Between the years of 2007 and 2013 the European Fund for the integration of third-country nationals (EIF) that was used to help member states support third country nationals in integration and help them set priorities with their comprehensive budget amounting to EUR 825 million. However, in 2014, the EIF was replaced by the Asylum Migration Integration Fund which will run until 2020. The funding of integration at the EU level can be highly useful if those activities enable local actors to develop and implement sufficient strategic projects.

5.9 Main Actors that Carry Out Integration Policies

As emphasized earlier, EU institutions play principal roles when it comes to immigrant integration projects and hence it is necessary to examine their scope in influencing policy outcomes. Comprehensive EU level integration policy management and implementation require the involvement of all relevant actors from local to regional, national and EU authorities.

5.9.1 National Governments

Governments are very important agents in immigration integration projects because they are responsible for formulating and financing general integration policies. According to the commission, this requires strong political leadership so as to foster multicultural societies. When governments are cooperative, they are able to attain positive policy outcomes.

5.9.2 Local Actors

Integration policies are carried out at the local level, therefore local authorities play a very significant role in integrating immigrants. It is at this level where integration plans are constructed to cater specifically to the needs of the immigrants. It is therefore

important that these authorities have adequate funding and other resources so as to successfully implement their programs. Moreover, social partners also play a significant role in integration processes because they facilitate integration on a daily basis through emphasizing the importance of social and cultural inclusion of all. Local actors continuously partner with the Commission in several projects such as ‘European Coalition of Cities against Racism’ which was established in 2004 and is a network which seeks to promote the integration of immigrants socially in addition to helping immigrant’s combat racism.

5.9.3 Non-Governmental Organizations and Interest Groups

These actors directly advocate for immigrant’s interests, and this is carried out both at national and EU level (Conference of Immigration, 2002). Pro-migrant NGOs at the EU level are usually underrepresented due to the fact that public attitudes across the EU are discriminatory against immigrants and they also have controlled access to local political systems, let alone the EU political system. Additionally, most NGOs do not have sufficient resources and are therefore supplemented by the commission. Some of the well-known NGOs that support immigration include European Union Migration Forum and European Council on Refugees and Exiles (Geddes, 2000). They primarily lobby for the equal treatment of TCNs in all spheres including economically, socially, politically and on civic fronts.

CHAPTER SIX

6.0 FINNISH IMMIGRATION POLICY

The Finnish Immigration policies and the applicable legislative drafts are majorly dependent on the Government objectives, asylum policy, and the common migration of

international agreements and the EU.

6.1 Introduction: History of Immigration in Finland

Historically, Finnish immigration has been based on grounds other than economic such as ethnic migration, asylum or marriage (Forsander, 2003). In regards to the labour market, immigrants can be separated into two categories which include individuals who immigrate because they have a job in Finland and are known as labour force immigrants, while non-labour force immigrants are individuals who immigrate to the country for non-work reasons such as asylum seekers, returnees from outside the country as well as individuals with family ties.

Labour and immigration in Europe were first brought about by the post-war economic boom in the 50s and 60s, which ultimately was the reason for labour shortage within European labour markets. In an attempt to fix this situation, employers and governments throughout Europe vigorously enlisted cheap labour. The immigrants they hired made significant contributions towards the growing economies within Europe. They were referred to as ‘guests’ and they were expected to retreat back to their countries of origin when the conditions of labour improved within the continent (Geddes, 2003). This turned out to be the opposite because the immigrants decided to permanently settle in Europe. The oil crisis in the early 70s caused an economic recession which led many European governments to put a limit to immigration through terminating recruitment contracts. This period was quite important because it marked the move to an increasingly restrictive policy.

The second cause of the wave of immigration was family reunification, whereby immigrants who had settled in Europe begun bringing their relatives. This was permitted by the liberal democratic scene that existed at this time. The member states of the EU could not independently prohibit this. Asylum and illegal immigration was the third wave of immigration into Europe. This was seen throughout the continent in the early 1980s. This wave was brought about by two situations, one being a decline in the number of conflicts, and the second being resolutions of existing conflicts in the late 1980s and early 1990s.

The countries receiving immigrants had little incentive to restrict the flow of immigrants coming into their country due to various reasons including humanitarian constraints, bureaucratic and judicial hindrances addition to the international convention (Messina, 2002). Unlike the other waves of immigration which were a positive contribution to the welfare states, the third wave turned out to have a negative effect in that the asylum seekers heavily relied on public benefits to survive. This consequently led to a negative perception of new immigrant asylum seekers. The politicization of immigration was greatly influenced by the third wave of immigration since the 1990s. Additionally, the development processes of integration that were achieved by the Single European Act of 1985 was heavily motivated by this wave of immigration. By the year 1992, the SEA was predicted to enable the free movement of individuals within the community territory. Due to the fact that this free movement and eradication of internal borders presented a challenge for external environs and internal security legislation, the supra-nationalization of this policy made it a common interest for numerous EU member states (Geddes, 2000). Notwithstanding, free movement was not applicable to immigration asylum seekers despite the fact that it was constitutionalized all through Europe. It still remains a current issue for intergovernmental partnerships and is mostly unrestrained by judicial audit or democratic liability at both national and supranational levels (Lavenex & Ucarer, 2000). These elements, therefore, give incentive for states to cooperate on sensitive issues such as regulating national territories which are regarded to be one of the core values of national sovereignty.

In 1985, the Schengen agreement that was endorsed by five countries which supported immigration was signed and currently includes approximately 20 member states. It was the pioneering document that brought together institutions in an effort to gain multilateral cooperation. Initially, it was not inclusive of all member states and was in fact arranged outside the framework of the EU. This agreement ultimately was the foundation of significant decisions that influenced the EU's common integration policy. The fundamental element within the Schengen agreement was that all signatory states had to comply with bringing down internal border control and establishing external border controls thus allowing free movement for individuals who hailed from these states. It also required that TCNs have a common visa policy and the identification of a state which was

responsible for reviewing an asylum claim as well as creating a database whereby information can be freely exchanged throughout Schengen.

Like many other western democracies, the Nordic countries, each in their own unique ways have embarked on what can be portrayed as trials in multiculturalism as a method of trying to devise a way in which ethnic minorities can be incorporated into the larger society, at times as state-sponsored policies, and at other times as grass-root initiatives or as a mix of the two.

Finland is one of the few officially bi-lingual non-federal states in Europe and two religions enjoy the position of an established national church. Furthermore, a part of the indigenous Sami people live within Finnish borders and have a limited form of self-government in their area of the dwelling. Over the centuries, immigration has brought newcomers into the Finnish society and new ethnic and cultural groups and communities have been introduced. The Finnish authorities have also recognized a large part of the diversity as well. Finland can, therefore, be seen as an ethnically and culturally diverse society and a state which officially recognizes this diversity and seeks to preserve the several cultural communities that exist within its borders. At the same time, Finland is a country where nationalism is highly ranked and plays a leading role in nation building and where cultural homogeneity was headlined instead of the diversity of the state.

Russia and Sweden are on the borders of Finland have vastly affected the historical progress of the nation together with the development of ethnic and cultural communities. In the book *Debating Multiculturalism in the Nordic Welfare states*, Will Kymlicka was quoted to have said:

Contours of contemporary Finland started to gain shape in 1809 when Finland was separated from being an integral part of the kingdom of Sweden and established an autonomous Grand Duchy within the Russian Empire, the Russian language was never strongly established as a language of education or administration.

As a consequence of the rising language based national sentiment and nationalist mobilization, the language of the vast majority of Finnish received a parallel position with Swedish in the latter half of the 19th c” (Kivisto & Wahlbeck, 2013)

6.2 Finnish Social Welfare System

When immigrants are not successfully integrated into the society, they are vulnerable to unemployment and therefore rely on the state to provide funding for their daily living. This often places a strain on the system and taxpayers as well. It is good to mention which individuals are entitled to this welfare. All Individuals, with the exception of EU and EEA citizens who wish to remain in Finland for more than 3 months require a Finnish residence permit. This can be granted on the basis of return migration, humanitarian grounds, family ties, employment or Finnish birth ties (Ervasti, Andersen & Ringdal, 2012). The initial residence permit is always granted for a fixed term, which can either be extended (type A, maximum duration is 4 years at a time) or interim (Type B maximum duration is 1 year at a time). To acquire this, the candidate must be able to sustain themselves through employment, a grant or another way of routine income.

Due to the fact that the Finnish welfare system is primarily residence-based, being a Finnish citizen or being bound to pay taxes in Finland do not as such enable individuals to benefits. This can be seen in three primary elements of the Finnish welfare system, which also pose risks for immigrants which are as follows:

i. Close ties to social risks:

Social policy schemes are made to cater to certain social liabilities, such as unemployment, aging or work disability and not directly to poverty or social rejection.

ii. Independence:

Strong ties to individuality are often a problem for immigrants who have a wider scope of the idea of family because, in Finland, dependents between adult generations are not acknowledged. For instance, grandmothers are not considered to be nuclear family members according to Finnish authorities.

iii. Residency based welfare and services:

The scope for social welfare is wider in Finland as compared to many EU countries because the first requirement for receiving welfare and services is residency, not employment. This means that immigrants are eligible for social grants more easily than in

other countries.

Although the law allows for unemployed individuals who have permanent residency or asylum status to be eligible to get social benefits, it excludes the individuals who although are poor and socially rejected, are not eligible due to their permit status. This type of welfare is inclusive of the rights to family allowances such as child allowance, health care, sickness and parental benefits, national pensions (old age, disability, and family pensions) as well as the basic unemployment allowance and labour market subsidy (Valtonen, 2016). This legislation basically applies to permanent residents of Finland. The intent to reside in Finland permanently can be proven by e.g. being a refugee, or having a residence permit based on the need for protection, being a family member of a permanent resident or having an employment contract for at least 2 years.

6.3 Immigration Policy of Finland

Finland's immigration policy was declared in 2013 and it highlights the long-term protocols to be followed in the years to come. The primary directive in this strategy is that individuals who relocate and settle in Finland have to be involved in building a common future. This immigration policy is centred on migration as an opportunity, by drawing in skilled workers into its borders that stay in the country for the long term, Finland stands to benefit largely by creating international networks and new ways of thinking and doing things. It also places emphasis on the country being an open and safe destination whereby migrants are guaranteed protection as well as focuses the responsibilities to build the nation. The migration policy seeks to make sure that every new individual that resides in Finland are able to exploit their skills to further advance the Finnish society. It also notes that for effective participation within the society, one has to master the native tongue and develop personal networks. It, therefore, seeks to enhance language education and training by developing the opportunities and investing resources to do so, especially in the labour markets. Ultimately, accepting diversity is at the core. Due to human nature, discrimination takes place in everyday life, in multiple spectra, for instance in labour, and therefore must be controlled so as not to get out of hand. Therefore, there is a significant role that the media, public authorities, civil society, and

politicians play in regulating public discussions regarding immigrants and migration as a whole. The Finnish integration policy encourages the employment of immigrants in addition to viewing integration as a two-way process by which all immigrants are included within all spheres of the Finnish society (Ervasti et al., 2012).

6.4 Asylum Policies and Issues

The Finnish Immigration Service basically deals with receiving asylum seekers, interviewing them and making decisions in regards to their applications. Mandates concerning asylum policy decisions are in the Ministry of Interior's immigration docket. Immigrants are settled in municipalities through the regional multi-branch centers. The main causes for the escalation of asylum seeker applications are due to the recent 2015 refugee crisis, increased asylum border controls in neighbouring Western countries and the perception that Finland is a stable state with advanced social benefits.

The high levels of asylum applications have resulted in the country looking into the policies of bordering Nordic countries which have culminated in amended application procedures which include language assessment and medical exams. Monetary welfare policies have also been adjusted so as to restrict fabricated applications and exploitation. There are several challenges that the government faces in an attempt to integrate immigrants into the Finnish society. The primary influence behind the Finnish Integration Policy is the attempt to regard the immigrants in the same manner as the natives. This is in concern with rights to adequate health care, citizenship, education opportunities, employment and housing which also depend on particular integration policies. For instance, immigrants who have resided in Finland for a minimum of two years have the prerogative to vote in municipal elections, while citizens are eligible to vote on a national scale.

6.5 Roles for the Implementation of the Immigrant Integration Policy

The Finnish Integration Act, which was mandated on January 1, 2006, was created to support the integration, freedom of choice and equality of immigrants via projects that

assist them in gaining the fundamental insight and competence they require to operate in society. The sustenance and welfare of immigrants are secured by planning ahead for the conditions of their reception.

For immigrant integration programs to be successful, there needs to be equal participation at all levels to ensure the promotion of tolerance, cohesion, and positivity amongst all. There are three levels by which the multiple matters of immigrants such as employment, education, social services and housing are undertaken.

1. *National Level:* At this stage, the government is tasked with coming up with integration policy and guiding local authorities on issues regarding the integration of immigrants. Several Non-Governmental Organizations works together with the government to execute these functions.
2. *Local Level (Municipal):* At this stage, there is a document known as the integration plan which is drafted by local authorities in liaison with the Social Insurance Institution which highlights important guidelines on migrant integration at the local stage. Upon coming to an agreement with the Finnish officials, the immigrant is eligible for an integration allowance once the integration plan has been agreed upon. The immigrant is required to undertake education, vocational training, and language courses, according to the plan agreed.
3. *Individual level:* This basically refers to the individual plans that the immigrant has to accomplish the goals of the plan, however it does not take into account the language difficulties that an individual may be facing in addition to cultural conflicts and limited capital in regards to individual circumstances and the misunderstanding that the main duty of the authorities is to assist in looking for jobs. Additionally, immigrants have an un-involved, passive approach towards authority and this has been a hindrance in integration processes. Moreover, there are different ministries and governmental docketts who are responsible for

integration within Finland which include the Ministry of Interior who are responsible for asylum seekers, refugee selection, passport, visa, residence permits and citizenship applications. The Ministry of Employment and Economy are responsible for the integration and labour market issues. The Ministry of Education and Culture are responsible for education, the youth, leisure and cultural affairs. The Ministry of Justice is responsible for legal protection and discrimination issues in addition to complaints about decisions of officials. The Departments of social and health affairs is responsible for local level immigration in regards to the settlement of refugees, personal integration plans and other formal practices of integration works and city-specific immigration services. As well as the Departments of cultural and youth affairs who are responsible for cultural affairs, for instance, youth houses and the organization of leisure activities for the youth. They also finance immigrant associations which are quite significant actors in the local context. The immigrant association organizes cultural activities, sports, education, religious activities and activities for immigrant women.

6.6 Guidelines for Integration in Finland

Every municipal is required to follow a specific guideline on how to integrate immigrants and following these specific guidelines efficiently would result in successes in integration projects. The guidelines advocating and aiding integration should be able to give direction, counselling as well as informative services, provide orientation relating to the Finnish society and how it functions, offer Finnish or Swedish language classes, run adult skills coaching for those who want to enhance various skills, offer classes on basic reading and writing, offer interpretation services for individuals who don't speak the national languages and provide services to cater to the unique needs of immigrant minors; especially those who arrive in the country without guardians as well as cater to special needs persons and provide services that inspire immigrants to develop skill set and know-how needed to survive in a foreign society such as proper etiquette in social settings (Sepplin, 2010).

Additionally, the Commission formulates yearly reports on the progression of integration policies so as to supervise its development as time progresses and to safeguard its consistency at both EU and national level. The first yearly report was published in 2004 and it includes a new instrument to analyze the progress of the common immigration policy. It is primarily founded on information from varying EU policies affecting immigrants, such as the NCPs on Integration in addition to the NAPs for employment (Joint employment report) and the NAPs for social inclusion (Joint inclusion report). The objective of these reports is to make sure that immigrant's needs are streamlined accordingly in all policy areas including employment and social inclusion as well as informing the council on the developments made in the said policies and programs.

CHAPTER SEVEN

7.0 FINNISH INTEGRATION PLAN

As mandated by the integration policy, an integration plan is required to act as a guideline in carrying out the integration process. It is usually drafted jointly by the immigrant, the municipality, and the employment office. It entails being given an opportunity to receive sufficient language skills in Finnish or Swedish in addition to

further education on the skills required to survive in the Finnish working life and society and to encourage their participation in the Finnish society. This plan also takes into account the integration of the immigrant's family. In the case that the immigrant does not require social welfare, the immigrant and the employment office write the plan between them. Additionally, if the immigrant is not bound to register as an unemployed job seeker under section 2a of the Act on Social Assistance, the immigrant and the municipality draw up the plan between themselves. Despite all this, many immigrants still face unemployment. A typical immigrant's plan is three years long, counting from their initial registry in the Population Information system. However, if necessary, for instance, due to illness or maternity leave, this time may be lengthened by a maximum of two years.

The integration plan that primarily caters to proactive immigrants and refugees is known as the personal integration plan. It is best suited for the individuals who need assistance finding a position in the Finnish labour market and within society. Such individual integration plans are not designed for all immigrants but are only reserved for those who are registered as unemployed job seekers and who receive welfare. The plans include additional language instruction, the drawing up of a plan for studies or employment, daily routines, practical training, vocational training and social contacts. Immigrants who are committed to an integration plan are entitled to receive public assistance, i.e. a special integration support instead of the 'ordinary unemployment benefits'.

7.1 Major Unemployment Differences among Immigrant Groups

According to the migration policy website statistics, between 1990 and 2009 the number of foreign citizens legally residing in Finland increased 6 fold, from 26,300 to 155,700. Out of the total population of 5.3 million approximately 300,000 people or 5% have a foreign background.

7.2 Unemployment Trends

There are major differences when it comes to the employment situation for immigrants of varying nationalities in Finland. According to Statistics Finland's Labour Survey, as of January 2015, the average unemployment rate among immigrants is 23 % which is substantially higher than among Finnish labour force which was 8.7 % (Tilastokeskus, n. d). There are, however, big differences in unemployment rates between nationalities. Immigrants from Iraq, Somalia, and Afghanistan have an unemployment rate over 60 percent each, whereas among Germans, Estonians, and Chinese the unemployment rate is below 13 %. The fact that these individuals had no say in coming into Finland means that the integration process into the job markets may take many years to complete.

The labour markets are segmented and the immigrants are competing in very different markets in comparison to the locals. This explains also partly the fact that regardless of the level of education, the immigrants suffer from higher unemployment than the society in general and they end up more often into blue collar jobs like cleaners or shop assistants (Tilastokeskus, n. d). Additionally, the deficit in the demand for immigrant labour has been regarded as a push factor to self-employment meaning more individuals are starting up businesses on their own and no longer have to work for minimum wage. This results in fewer immigrants who rely on the welfare system to bridge the gap between their low wages and high standard of living.

According to an analysis conducted in 2005 by The Government Institute for Economic Research (VATT), throughout history, there have been numerous differences in the employment situation between immigrants and Finnish natives (Tilastokeskus, n. d). These differences are also evident in their salary or remuneration. On average, the studies have shown that for the period between 1995 and 2011, migrants had one-third less disposable income than Finns. Employment levels among immigrants were also lower than that of natives. This is sometimes due to the fact that many immigrants do not belong to any labour unions and are therefore not protected left vulnerable and exploited by their employers. Also when individuals are not aware of their rights or terms of the

agreement they are often vulnerable to exploitation. For instance, being made to work 8 days consecutively without an off day or without relevant compensation. "Currently immigrants living in Finland earn on average significantly less than Finns of the same age. The differences have narrowed as the duration of their stay has lengthened but they have not disappeared," the report said.

Two questions further arose from these findings:

1. Although the unemployment among immigrants is caused by a varying number of factors, would government funds and tax money be more effectively spent if they were used to lower walls of suspicion that exist between the natives and immigrants
2. Shouldn't the government invest time and money to make the country a land of equal opportunity for all by shedding a positive light on diversity?

The solution lies in the government investing time and money in finding ways to reduce immigrant unemployment levels by integrating newcomers through job creation. Another reason for unemployment is debt liability. This is mainly because an individual who is a recipient of social assistance or unemployment benefits in Finland is protected against debt liability. Even the most skilled unemployed individuals are hesitant to return to the workforce because there is no motivation. This is primarily because they owe so much in debt that majority of their salaries will be remitted to their creditors.

These debts are often caused by unforeseeable occurrences such as a sick pet or a broken home appliance. Due to the fact that such expenses are not usually apportioned for, they end up taking a loan to pay for the bill. Soon they are forced to take another loan to pay off the high-interest rates on the first one.

CHAPTER EIGHT

8.0 DATA AND RESULTS

The primary data for this research was produced from suitable literature sourced from the University of Jyväskylä's online platform as well as numerous government databases and networks regarding statistics and past trends. I also interacted with immigrants with different statuses and I was able to gather some information regarding their integration into the labour force. Through my study, I came to discover that because immigrant integration is a multifaceted process that entails numerous varying activities, measuring its indicators to gauge success is not an easy task. They are four main spheres by which these indicators are classified, which include *legal political integration*, which entails

assessing the number of migrants naturalized annually or who obtain a secure residence status, the number of migrants with dual citizenship, participation in politics and civil society. Additionally, there is *socio-economic integration* which takes into account immigrant employment rates, income levels, social security, level of education and housing and segregation. Moreover, *cultural integration* accounts for; immigrant's attitudes towards basic rules and norms of the host society, the frequency of contacts with the host country and country of origin, their choice of spouses and language skills. Lastly, there is *civic integration* which takes into account reported cases of discrimination, perceptions of migrants by the host society as well as the role of the local media (Eijbergen, 2016). These indicators cover almost all aspects of the immigrant integration process and can be very practical in this respect. Secondly, the level of immigrants coming into Finland from outside the EU is higher than that of immigrants coming from other EU member states. The largest group of immigrants are from Russia and the largest group from outside of EU is asylum seekers from Somalia (See Appendix 1). In light of this, I also came to note that an education certificate that is acquired outside of the EU is valued less than one that is acquired within, and employers are biased against education gotten from abroad particularly from countries which are deemed to be lower within the global hierarchy, for instance, Somalia and Iraq (Forsander, 2003). This mistrust is primarily based on the premise that employers know that education acquired locally is of high quality. Therefore, one's educational background is very important within the labour market. This is where the adult education within the integration policies play a significant part in bridging that gap. However, when these integration programs do not encompass this, there is increased unemployment in such settings. This also brings about the social aspect of the integration processes whereby the immigrants are taken through programs where they can socialize with natives. This helps to build relationships and networks both of which are highly important for building careers.

Moreover, the subsequent conclusions were deduced from the Ministry of Economic Affairs and Employment's database which included all job seekers registered at employment offices. It is important to note that individuals may be registered as job seekers even though they are employed, however, they are just searching for suitable work within their particular skill set. For instance, a cleaner may be searching for a job

within the IT sector as they study the local language. Nations which have increased immigration levels usually have different immigration groups who dominate specific sectors of the economy such as Asians who own shops and restaurants. This is primarily accomplished with the assistance of mutual networks within their country of origin. This has also been the establishing factor of enclave economies.

New immigrants can network and secure employment within these formed enclaves when they have perfected and familiarized themselves with the language, culture, and social constructs. I have however discovered that this can be viewed as a hindrance to integration projects because these people tend to only want to socialize amongst themselves and not with individuals from the host community.

Moreover, the commission calls for more coherent and long-term European framework for integration to ensure that immigration contributes more effectively to the new demographic and economic environment. It claims that successful integration of immigrants is both a matter of social cohesion and pre-requisite for economic efficiency. Calling for a holistic approach, communication touches upon the social and economic aspects of integration as well as issues related to cultural and religious diversity, citizenship, social participation and political rights.

Measures promoting integration are provided as part of basic municipal services and the services of the employment and economic administration and as other measures promoting integration (Act on the promotion of Immigrant Integration, 138/2010). Immigrants should be provided with basic information about their rights and obligations in Finnish working life and society. Basic information and material are to be provided to all individuals relocating to Finland in tandem with the service of the decision on the residence permit, registration of the right of residence, issue of a residence card of the registration of the population information and information on the municipality of residence.

Additionally, as mentioned earlier, there are specific government organizations who are tasked with undertaking integration processes. It is also important to note that Municipalities, employment and economic development offices and other authorities are required to provide immigrants with relevant leadership and advice regarding the services

enforced to promote integration. The municipal integration programme may consist of a report on how the programme is linked with the strategic planning and monitoring of the municipality, a plan on how the general services provided by the municipality can be adjusted to the needs of the immigrants and a plan specifically covering measures promoting and supporting integration. This integration plan may also include details of the municipal authority responsible for the coordination of the integration and parties responsible for the different measures as well as a plan on the promotion of the integration and social empowerment of children and young persons, groups outside the workforce, promotion of good ethnic relations and dialogue between cultures in addition to a plan on the monitoring and updating of the municipal integration program.

There have been successful integration programs within Finland that have seen immigrants seamlessly integrated into the workforce and society as a whole. One example of a successful policy implementation is the case of the city of Vantaa, Finland, which is home to approximately 214,000 residents and as of January 2016, roughly 10% of the population originated from a foreign background (Vantaa, n. d). The city has established a multi-service office for immigrants which are responsible for providing the city's immigrants with adequate support, as a way of helping them to smoothly adapt to their new environment. The office arranges for training and consultancy services for immigrant-related affairs.

Between the years of 2004 and 2006, the city carried out an employment and training project for immigrants known as Vasama whose sole purpose was to support the immigrants in becoming more proactive in their lives in addition to playing a more active role within the Finnish society. It was funded by the European Social Fund, Ministry of labour and the City of Vantaa. The project had two specific objectives:

1. Employment and Training which focused on adult migrants.
2. 'Youth' was designed for young adults.

The purpose of the first objective was to assist immigrants in securing employment within the Finnish labour market through training and personal counselling which was facilitated by the Vantaa employment office, while the 'Youth' project concentrated on

young immigrants who had not succeeded in the Finnish school system due to lacking language skills, prior education or for any other personal reasons. Its goal was to advance the affected youth's basic skills for higher learning and to familiarize the young immigrants with the Finnish working life. Currently, as a result of such sustainable programs, the unemployment rate amongst immigrants remain decreased within the city of Vantaa which is Finland's most diverse city (Vantaa, n. d). The government decides on the development of integration at the national level by drawing up a government integration programme containing the integration objectives for four years at a time. The government integration programme is funded within the limits of the state budget.

The following are stories that I gathered from a discussion with three immigrants from different backgrounds who relocated to Finland for different reasons. The discussions were centred around these four questions;

- i. Why did you relocate?
- ii. Why did you choose Finland?
- iii. What have been your experiences during this process?
- iv. What has been your experience in integration into the Finnish labour force?

1) Afri,M is a 33 year old manager who is originally from Afghanistan.

“I was born in Afghanistan and I was six years of age when the war began. My family and I fled to Finland, but the transition was not easy. We were in a foreign land and we did not speak or understand the language, making it difficult for my parents to find jobs. Although we were in a safe environment, it was still very difficult for us to adjust. My younger sister and I really enjoyed going to school, and I think because we were still young,we were able to learn the language faster. After I graduated from high school, I was able to secure a job at an Non Governmental Organization where I started as an intern. In 2005 I decided to go back to school and did a Bachelors Degree in Business administration. After this, I quickly advanced and I now work in management at a NGO in Helsinki. I would say the process was relatively easy because I didn't face any major problems.”

2) Raimo.M 29 year old business executive who originally from Estonia.

“ I’m originally from Estonia and I came to Finland immediately after I completed high school. I wanted to come here for my gap year to travel and see the country but I ended up falling in love with it and I decided to stay. After discovering that the Finnish education system is quite inferior to that of my home country, I went back to school. It’s been seven years since I arrived here and I am confident when I say there are increased opportunities here that will help me progress career wise. Initially, I found it difficult to settle in due to all the changes though I must admit the transition was slightly easier for me compared to my Mexican room mate who found it difficult to adjust. Integration was easier for me because the Estonian language is quite similar to Finnish. I ultimately learned the language by myself over a period of time. I also had an open attitude towards the culture and I enveloped it with open arms. Due to this I also feel like the natives recognized my willingness to adapt and equally embraced and respected me. As for integrating into the workplace, I feel like my degree from here helped a lot as well as my Finnish language skills assisted in communicating with my colleagues. My work interview was also conducted in Finnish and that helped solidify the view of my willingness to integrate into the Finnish culture.”

3) Esly. D, 49 year old engineer who is originally from the Philippines.

“I came to Finland, Helsinki around 24 years ago in search of a better job. This was not the first time I had moved to a different location in search for a job. In Philippines I had moved around working in different cities but I decided I needed a change. I ultimately chose to come to Finland because I’ve always wanted to come to a European country, a winter wonderland. So when I got here it was quite difficult to get a job here because the influx of immigrants had not yet arrived in the numbers that they have nowadays. I did not learn the language right away and I had difficulties finding work. Being an engineer in Finland without speaking the language was unheard of, so I spent most of my time mastering the English language and working in internships to further perfect my skills and to get a feel of the Finnish workplace environment. I can say now after 20 plus years I am fully integrated in my workplace because I am able to communicate in the language and my colleagues make me feel like I am part of them.

Although the process of being integrated into the labor force is the most difficult in my opinion, one can accomplish it if they have a positive attitude and willingness to accept their new life in Finland. In regard to the housing, I can say I was very fortunate because I was able to find housing suitable for me and my husband at the time with ease. Also, I was also able to keep in touch with my Latin roots and raise my children with strong family ties and also play a predominant role in their lives. However I have to do this being conscious that they are being raised in a Finnish society.”

8.1 Barriers to Integration

Through my research, I also came to understand that there exists several obstacles that limit integration processes that have been witnessed throughout Finland. One example is in the city of Lieksa in eastern Finland which to date has a reputation for being against immigration (Migrant Tales, 2018). There have been recorded cases whereby individuals have been assaulted or denied employment due to their race. It is therefore important to mention such limitations, especially for future reference so as to highlight what needs to be addressed so as to make future integration processes increasingly successful. The first barrier exists within the *Integration into the labour market*. Access to employment has also been identified as being one of the greatest barriers to integration and a priority within integration policy by member states. Faced with the labour and increasing unsuitability of training and in order to avoid illegal immigration, governments are realizing the necessity to facilitate immigrant’s entry into the labour market especially skilled labour. However, matching the demand for skilled labour with supply remains one of the greatest difficulties. Moreover, the effects of such skilled migration to developing countries becomes one of the areas of concern especially with regards to brain drain, segregation of the international labour market.

The next barrier is within the *Health and Social Services*. Immigrant populations may suffer from particular health problems that arise from living in poor conditions, associated with difficulties in accessing high-quality health and social services. An increased participation of persons with different ethnic backgrounds in the planning and

delivery of these services should help to prevent discrimination and ensure that the services take account of cultural barriers. Such would be seen equally as a key issue for integration.

Additionally, *Housing and Urban issues* is a big limitation towards integration efforts. The lack of affordable quality housing in ethnically mixed areas is a problem many immigrants encounter. Comprehensive urban and regional planning strategies which take into account issues such as housing, transport, health care, school facilities and the needs of the labour market can help to overcome ethnic segregation in cities and its consequences (Migrant Tales, 2018). Moreover, the *Social and cultural environment* is significant to look at because the active involvement and participation of immigrants in civil life and particularly in sports and other clubs is an important step in adapting immigrants to their new environment. Promoting a generally positive attitude in the public towards immigrants requires strong political leadership in order to avoid resentment and the rise of racism. Politicians and the mass media have a major responsibility in their role as educators of public opinion. In this wise, accurate information on immigrants and their positive economic and cultural contribution to the EU society needs to be publicized. Failure to meet this challenge may fuel resentment, social exclusion and the rise of racism and xenophobia.

Finally, if *National citizenship and respect for diversity* are overlooked, it can greatly restrict integration efforts. The Commission stresses the importance of acquiring national and civic citizenship as a means of facilitating positive integration. The Tampere meeting endorsed the objective that long-term and legally resident TCNs are offered the opportunity to obtain the nationality of the member states in which they reside. The concept of civic citizenship guarantees immigrants a number of rights and obligations, even if they are not naturalized, including the right to free movement, right to work and the right to vote in local elections. Some countries have granted immigrants some political rights at local level. This is a very crucial step in offering foreigners similar rights and obligations as EU nationals. This also takes away the object image of immigrants and instead gives it the opportunity to be the potential actor in the political process. If all these measures set out in both commission communication and council

conclusions properly implemented, they would make a significant contribution to the economic, social cultural and political integration of immigrants across the EU.

The aforementioned theories have greatly assisted in bringing understanding to not only EU and Finnish immigration integration policy. Another question that further arose from my research is why has there been a movement of policy responsibilities at the national level towards the EU level? I identified some prospective reasons for this, one being that there is a dominant perception among European natives that the progression of immigration is a new threat towards their national values. It is also perceived to be as a result of political pressures and the lack identifying these pressures with local tools due to local limitations brought about the need for the identification of improved policy activities that would assist the progress of activities regarding immigrant control. Another reason is the establishment of the single market project which brought about the eradication of internal borders in addition to regulated external borders.

Furthermore, I also identified that the theories used i.e. liberal intergovernmentalism, two-level game theory and intergovernmentalism portrayed EU level relations on immigration integration. The two-level game comes into practice quite efficiently in matters of immigration integration. This can be noted through the various studies that show by increasing interstate partnerships on matters regarding immigration is as a result of political pressures which are mostly put upon national governments by their biased voters in addition to anti-immigration and right-wing political groups.

When such governments are unable to effectively handle these pressures as a result of the hindrances within their intolerant political system, they flee to Europe. Through the application of these theories, it can be confirmed that European collaboration on immigration integration have been predominantly constructed in tandem with member state's options as well as efforts to implement restrictive policy goals. European level cooperation with a controlled sphere for liability has been a focus for member states in an attempt to avoid political and legal constraints at the local realm. This reasoning therefore proves that the move to Europe has a positive effect towards state executives instead of a negative one.

Member states are increasingly taking their time analyzing their individual decision

making responsibilities and negotiating their supremacy only to the extent by which is necessary to accomplish the goals that they cannot accomplish individually due to the sensitivity of immigration integration affairs. The progressions from the intergovernmentalism of Schengen to the intergovernmentalism of Maastricht treaties confirm the intergovernmentalism within immigration integration.

The theory of intergovernmentalism was a good platform to examine the various dynamics of institutions that are brought about by the emergence of integration, in addition to the varying leverage that supranational organizations have as well as examining the different roles they play. These theories enable the better understanding of the methods by which EU institutions shape and control policies in addition to providing frameworks for debates about immigrant inclusion at EU level.

Institutions, especially the European Commission has been securing an increasingly progressive role in molding immigration policies. Albeit member states being tasked with implementing these policies, supranational institutions are providing the adequate support. Federations and pro-migrant groups and NGOs have been established by the commission which has been at the forefront of agenda setting. The prospects brought forth by this theory are a significant tool for evaluating future possibilities that may arise within the field of immigration, however, currently, institutions play minimal roles within implementation spheres. It is also important to note that previous inferences about the magnitude that institutions have on molding policy outcomes are inaccurate.

Additionally, by monitoring the judicial and democratic activities of the ECJ and EP, member states could lessen the unexpected ramifications that come up as a result of integration, therefore minimizing the scope of member states to regulate outcomes. EU level cooperation does not necessarily translate to a pledge by both parties towards the policy-making process. The intricate distribution of supranational and national immigration policies within different policy spheres are highly identifiable within the intergovernmentalism policy. It is important to note that member states are essential components of these policies despite being partial actors. Policy coordination and benchmarking can be established as a feasible policy technique through the review of EU immigrant integration policies.

One reason as to why it is difficult to measure the success of immigration integration policies because they tend to be very varied in different member states. The primary basis of bench marking is the ability to make comparisons of particular experiences while invalidating the weak links. This, however, cannot be achieved with inaccurate and comparable indexes of affiliated policies.

CHAPTER NINE

9.0 FUTURE OF EU IMMIGRANT INTEGRATION POLICY

Despite the fact that the Council meeting that was held in Tampere encompassed immigrant integration within its agenda as part of the four major elements of EU common immigration policy, the conclusion to this agenda may be seen as being weak because multiple member states demanded that the most abstract conclusion on affairs regarding integration be excluded. Multiple of them agreed that it was indeed their duty to implement integration policies while at the same time agreeing to the fact that most have not been successful in their efforts. Throughout the study, it is safe to conclude that a dedicated immigration policy requires practical immigrant integration policies at the EU level.

Additionally according to (Brochmann 2004), policies of the welfare state that promote the exclusion of ‘non-essential’ immigrants are not really admissible because it admonishes the equality ideology within the welfare state. Removing one’s right to work

as well as substituting monetary aid with vouchers have played a big role in excluding immigrants outside the society of genuine welfare benefits. This may turn out to be detrimental to the community as a whole in the long run.

CHAPTER TEN

10.0 CONCLUSION

As mentioned earlier, immigration is not a new phenomenon in Europe. As long as in various countries there are unstable political, economic, social and climatic circumstances, this phenomenon will continuously thrive. In order to make the most out of it, it is important to know how to regulate its flows and patterns as well as how to customize it to fit into the norm of the 21st century. The primary objective of this research was to analyze the EU immigration integration policies in an attempt to gain a better understanding of whether the socio-economic labour market is affected by the successes or failures of said integration policies. The framework by which these immigration integration policies were constructed was also analyzed. The interconnection between state sovereignty and immigration should be an issue of concern because member states usually seek to pursue the policies that will only be beneficial to them as a state and not for the greater good of the EU as a whole. The prediction of a deficit within the European labour market has ultimately led to the establishment of improved policy frameworks

which has also led the shift of decision making from member states to the greater scope of the EU institutions. It is also important to note that the future outlook for EU level immigrant integration policies is highly dependent on the availability of resources as well as legal and political support. These prospects will ascertain the EU's capacity to undertake the implementation of the policies in the future.

Moreover, the EU has also brought forth several developments that are needed to further progress integration activities due to the fact that in recent years the socio-economic agenda has been emphasized. Security and border control policies can be successfully implemented if there is an attitude and perception change on the part of member states. However, when unsuccessful, it may not be perceived as being a weakness because such matters necessitate long-term measures as well as practical and extensive experiences.

The member states which have strong nationalistic values, together with neo-fascist and far-right wing parties still oppose immigrant integration. However, I strongly believe that influencers such as the media and opinion leaders have the platform to change these views, in a bid to create an inclusive European community for all immigrants, regardless of their race, creed, gender or economic status.

The results indicate that an immigrant's national origin has an influence on the labour market. Immigrants who come into the country on grounds other than economic ones, especially from developing nations were presented as being unsteady within the labour force while immigrants from the west thrive. This basically can be taken to mean that immigrants are both positively and negatively affected by global economic order whereby some countries which are higher in the hierarchy are afforded more opportunities than their lesser counterparts.

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Appendix

Appendix 1: *Migration between Finland and Non-EU Countries between 1993-2016.*
(Migration 2016. Statistics Finland)

