

**Multi-Annual Programme for the European Fund for the Integration of Third-Country Nationals for the period 2007-2013 as part of the General programme “Solidarity and Management of Migration Flows”**

**Member State: United Kingdom**

Fund: European Fund for the Integration of Third-Country Nationals for the period 2007-2013 as part of the General programme “Solidarity and Management of Migration Flows”

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**Period Covered: 2007-2013**

## **SECTION 1**

### **SITUATION IN THE MEMBER STATE**

#### **1.1 The National situation and the migratory flows affecting it;**

The UK has traditionally been a country of outward migration. However, over the centuries it has also received intermittent waves of inward migration, often triggered by events overseas. The UK therefore has a diverse population and has a predominantly tolerant attitude towards other cultures. This in turn has shaped the conceptual basis for its integration policies, which are predominantly about supporting and enabling people to integrate into UK society rather than having absolute requirements to conform to a set of cultural norms. This approach is, in the UK's view, entirely consistent with the sentiments of the Framework of Common Basic Principles for Integration.

The United Kingdom is currently experiencing an unprecedented period of inward migration. Traditionally, like many other EU countries, the UK was a country of outward migration to destination countries such as Canada, Australia and the USA. However, demographic changes and an increasingly mobile global population have changed this situation dramatically. Mainly as a result of inward migration, the population of the UK has increased from around 58 million in 1991 to 60.6 million in 2006 and is projected to rise even further to some 65 million by 2016. In the final quarter of 2006, the latest period for which data is available, people born overseas accounted for 12.5% of the UK working age population, up from 7.4% a decade earlier. The UK is therefore facing a considerable challenge to ensure that it remains integrated and unified.

The globalisation phenomenon, coupled with demographic changes within the UK, means that effective policies to manage migration flows and to ensure new migrants can quickly become acclimatised to UK life, its language and its heritage are more imperative than ever before. These policies also need to be sufficiently flexible to cope with increased demand and will need to be continuously developed and adapted so as to ensure that those most in need of support are able to access it. As the scale of the task facing us is considerably larger than was the case in the past, the European Integration Fund has been instigated at an opportune time for the UK.

#### **1.1.2 Statistical breakdown of the migratory flows in and out of the United Kingdom in 2006.**

A number of different statistical reviews have contributed to our knowledge of migration patterns to the UK. Sometimes the results of these reviews have proven to be inconsistent but they all serve to show us that the general trend of inward migration is upwards. Statistical data on migration is now collated by the UK Office of National Statistics (ONS). ONS projections for long term net migration inflow have been increased from +145,000 to +190,000 each year from 2006 until 2016. In their report, '**National Projections**' ONS estimates that approximately 1,330,000 more migrants will be received into

the UK than British nationals leaving it during the life-cycle of the European Integration Fund, 2007-2013.

While the long term net migration inflow is projected to be +190,000 per annum the projected gross number of new migrants coming to the UK each year is 545,000. These calculations are based on the assumption that outward migration will remain at the level of 355,000 per annum in the long term, giving the net migration inflow of around 190,000 each year. Whilst a significant proportion of the net inward migration figure of 545,000 will comprise EU/EEA citizens it is estimated that at around 200,000 new migrants each year for the foreseeable future are potential beneficiaries from the European Fund for Integration of Third-Country Nationals, i.e. legally resident third country nationals who are neither refugees nor EEA nationals. This is therefore the critical figure we have used for the purposes of estimating the potential scope of EIF in the UK.

It should be emphasised that for the purposes of the EIF, only those admitted for permanent settlement or in a category that will lead to permanent settlement are considered to be eligible. Those migrants coming to the UK for a temporary stay are excluded for EIF planning purposes and project beneficiaries will be instructed not to provide services for anyone who is only in the UK for a temporary purpose.

### **Immigration Control data**

#### **1.1.3 Entry control at the ports**

Statistical data concerned with those seeking entry is another useful indicator of the potential scope of EIF. The following data from 2006 shows that the number of persons arriving in the UK is increasing and also gives the numbers of persons granted settlement on arrival or admitted in a category leading to settlement:

- The estimated number of international arrivals from outside the European Common Travel Area rose by 3% to 104.8 million. Out of this some 12.9 million were non-European Economic Area (non EEA) nationals, a 9% rise on 2005.
- The total number of work permit holders and dependants from third countries admitted to the UK was 145,000 in 2006, an increase of 6% over the previous year.
- The total number of third country nationals admitted as a spouse or fiancée was 47,100.
- 8,380 third country nationals were granted settlement on arrival.

Therefore, in 2006, over 200,000 third country nationals were admitted for immediate permanent settlement in the UK or in a category that would lead to

permanent settlement in the future and are potentially eligible for support under the EIF.

#### **1.1.4 After-entry control**

Statistics on applications for further leave to remain or permanent settlement are a further rich source of data in predicting trends. The following information was taken into account in determining priorities for EIF in 2007-2013.

- There was a 2% increase in the number of after-entry immigration decisions in 2006. The number of decisions on applications to vary conditions of leave increased from 387,875 in 2005 to 393,650 in 2006. This figure includes applications for permanent settlement but excludes asylum applicants and dependants of principal asylum applicants.
- Decisions on applications for residence documents from EEA nationals and their family members rose from 59,575 in 2005 to 81,140 in 2006, an increase of 21,565 (36%). Whilst not beneficiaries of EIF, this figure is important in that it shows there will be increased contention for existing integration resources. Because EEA nationals are considered “home students” they get priority for free or State subsidised education. This creates a risk that the resources available to support the integration of legally resident third country nationals will be reduced.

#### **1.1.5 Grants of settlement**

- Settlement is defined as being granted a permanent stay in the United Kingdom without any restrictions as to time or freedom to take employment. Grants of settlement in 2006 fell by 25% from 179,120 in 2005 to 134,430 in 2006. This is likely to be a temporary decline – see below for further detail.
- Of the total number of grants of settlement in 2006, by far the greatest proportion (65%) was in dependant-related categories. Wives accounted for 26%, children accounted for 19% and husbands accounted for 14%.
- Employment related grants fell by 49% from 63,015 in 2005 to 31,830 in 2006.
- Family formation and reunion grants of settlement rose by 60% from 37,335 in 2005 to 59,810 in 2006 reflecting an earlier change in the qualifying period for settlement.

##### **1.1.5.1 Detail on reasons for changes in rates of settlement**

As previously noted, the number of persons granted settlement in the UK excluding EEA nationals, fell by 25% in 2006 to 134,430.

Employment-related grants of settlement fell by 49% from 63,015 in 2005 to 31,830 in 2006. The drop in grants of settlement in this category is a direct result of a change in the qualifying period for settlement from four to five years in all employment categories. This trend is therefore predicted to reverse.

Family formation and reunion grants of settlement rose by 60% from 37,335 in 2005 to 59,810 in 2006 but were still 8% lower than in 2003 (65,200). Grants in this category had dropped in 2004 and 2005 following a change in the qualifying period for spouses granted settlement in the basis of marriage. The increase in grants in this capacity is therefore predicted to continue.

As can be seen from the data above in respect of entry control at ports, the numbers of people entering in all these capacities has not reduced, therefore any reduction can be seen as temporary and overall settlement numbers are projected to return to frictional levels in 2007/2008. Therefore initiatives to ensure the effective integration of migrants need to be maintained or increased.

#### **1.1.5.2 Grants of settlement by nationality and category**

The top ten countries of nationality granted settlement in 2006 were India 11,220 (8% of the total), Pakistan 11,000 (8% of the total), Afghanistan 7,410 (6%), Nepal 6,940 (5%), Philippines 6,325 (5%), South Africa 5,675 (4%), Nigeria 4,510 (3%), Bulgaria 4,250 (3%) and the United States of America 3,845 (3%). It will be apparent that the majority of these countries are non-Anglophone. The fact that Oceania is no longer in the top 10 reflects a general increase in the proportion of non-Anglophone migrants seeking settlement, which is likely to lead to increased demand for English language training.

More detailed points of note in the numbers accepted in particular categories and from different regions of the world, in 2006 compared with 2005, are as follows.

- (a) Grants of settlement to all spouses and dependants decreased by 16% to 87,850. This accounted for 65% of all settlement. This includes grants on the basis of family formation and reunion as well as grants to dependants of persons granted settlement in their own right.
- (b) Grants of settlement to husbands rose by 18% to 18,540 (this was 14% of all grants of settlement). 6,240 (34%) of grants to husbands were to those from the Indian sub-continent, 4,425 (24%) from Africa, 2,560 (14% from the Americas, 2,370 (13%) from Asia (excluding the Indian sub-continent), 2,175 (12%) from non EEA Europe, and 755 (4%) from Oceania.
- (c) Grants of settlement to wives increased by 14% to 34,400 (26% of all settlement). 10,085 (29%) of grants to wives were to those from Asia (excluding the Indian sub-continent), 8,770 (25%) from the Indian sub-

continent, 5,280 (15%) from Africa, 4,595 (13%) from Europe, 4,490 (13%) from the Americas and 1,135 (3%) from Oceania.

- (d) In 2006, grants of settlement to elderly parents and grandparents joining children or grandchildren increased by 1% to 1,470 (1% of all settlement). Approximately 73% of these were granted after entry.
- (e) Grants of settlement on completion of four or five years in employment with a work permit decreased by 56% to 11,270 (8% of all settlement) reflecting a change in the qualifying period for settlement in all employment categories from four to five years. Of the total in 2006, the nationalities with the highest numbers of grants were Filipinos (2,180; 19%), Indian (1,650; 15%), South African (1,395; 12%), Zimbabwean (660; 6%) and Malaysian (595; 5%).
- (f) Other grants on a discretionary basis, which include grants after a long period of continuous residence in the UK, rose by 52% to 6,155, representing 5% of all grants of settlement.

### **1.1.5.3 Breakdown of Grants of Settlement by Gender**

The proportion of acceptances of third country nationals for settlement in 2006 (excluding those who obtained settlement on arrival) was equal for both males and females. The proportion varied between nationality groups with males accounting for 75% from the Middle East, 50% from the 'Remainder of Asia', 49% from Europe, 47% from the Indian sub-continent and Africa, 45% from Oceania and 41% from the Americas.

### **1.1.5.4 Breakdown of Grants of Settlement by Age**

The majority of those granted settlement in 2006 were relatively young, with 86,905 (71%) under 35 years old. Overall 20,130 (16%) were children under 16, 18,815 (15%) were between 16 and 24, 47,960 (39%) were aged between 25 and 34, 22,390 (18%) were between 35 and 44, 10,395 (8%) were between 45 and 59, and 2,905 (2) were 60 or over. Those from the Indian sub-continent and the Middle East were generally younger, with 19,045 (79%) and 7,265 (81%) respectively of the successful applicants aged under 35, and those from the 'Remainder of Asia' and the Americas older, with 19,645 and 7,225 respectively (64) aged under 35.

**All the above statistics are sourced from the Control of Immigration: Statistics, United Kingdom 2006 accessible from the link below:**

<http://www.official-documents.gov.uk/document/cm71/7197/7197.pdf>

### **1.1.6 Why are people moving to the UK?**

Work continues to be the most important reason for inward migration to the UK. In 2005, 28% of migrants had a definite job to go to, while 15% of migrants arrived in the UK looking for work. 'Formal study' continues to be the

second most popular reason for migrating to the UK, with nearly a quarter of migrants (136,000) stating this as their reason for migration in 2005.

An increasing number of migrants are stating an intention to stay in the UK for one or two years rather than a longer period; 44% (250,000) in 2005 compared with 37% (176,000) in 2001. On the other hand, the trend continues for a large proportion of people leaving the UK to state an intention to stay abroad for more than four years: a record 71% of out-migrants (270,000) in 2005, compared with 61% (172,000) in 2001. This could provide challenges for existing integration policies that may need to be adapted to deal with the needs of people staying for shorter periods and not intending to migrate permanently.

#### **1.1.6.1 Employment Rates in the UK**

The overall foreign-born employment rate is 68%, closing the UK born/migrant employment rate gap from 10% in 1997 to 7% in 2006. [**Source: UK Labour Force Survey**]. The employment rate of foreign born nationals has increased as more migrants appear to be coming to the UK for work related purposes than in the past. These figures are based on the standard definition of the employment rate (employment as a proportion of the working age population).

However, the overall foreign born employment rate of 68% hides a large variation in labour market outcomes for those from different countries. Foreign born men compare quite well to UK born men in employment outcomes, with the exception of those from the Middle East who have an employment rate of 56%, 23 percentage points below that of UK born men (79%).

Foreign born women fare far worse in comparison to UK born women. This is particularly true for Pakistani women (who have an employment rate of 23%, 50 percentage points lower than UK born women) and for Bangladeshi women (who have an employment rate of 19%). This discrepancy may arise for a combination of reasons, such as English language ability, limited own-language literacy, lack of formal educational opportunities, discrimination and cultural issues.

The fact that the foreign born employment rate – especially for women - is lower than the native-born employment rate is a matter for serious concern. The higher rates of unemployment amongst persons of migrant origin can lead to deprivation and can impact adversely on social cohesion.

## **1.2 The actions undertaken by the Member State so far.**

The UK strategy for integration has largely been shaped by the work of the independent 'Life in the United Kingdom Advisory Group' chaired by Professor Sir Bernard Crick. In its report, "The New and the Old" published in 2003 the Group found that, 'learning or improving English is a very high priority among all groups [of new migrants]. It also found that newcomers especially need more help than is always regularly or consistently extended in time to be most effective, whether in relation to language learning, employment or integration generally.' Certain categories, for instance dependants who may be potentially housebound because of lack of English or limited awareness of cultural differences, need additional help and support, as do those who are employed in a non-English speaking environment.

The recommendations in "The New and the Old" were taken forward by way of changes to the legislation concerning the acquisition of UK citizenship. In particular, Section 1 of the Nationality, Immigration and Asylum Act 2002 amended the requirements for citizenship in the British Nationality Act 1981 so as to include for the first time objectively measured language requirements and a new requirement concerning knowledge of UK life. Subsequently, in April 2007, the UK Immigration Rules were amended so that these requirements were applied to people seeking permanent residence in the UK, thereby encouraging earlier efforts to integrate and including those who, for whatever reason, did not intend seeking UK citizenship.

The United Kingdom has therefore taken a pro-active approach to the issue of integration. In summary, the actions currently adopted include:

- The introduction of specified levels of language competence in order to acquire permanent residence or citizenship
- The introduction of a new requirement that people seeking permanent residence or citizenship should know something of UK life and be tested on this
- The extended provision of English for Speakers of Other Languages (ESOL) classes (an increase of some 250% in funding over 3 years)
- The development of civics learning materials designed to enhance the early years of a migrant's stay in the UK
- The provision of a comprehensive handbook about life in the UK
- The development of a short "survival guide" for newer migrants, which will be translated into a number of other languages
- Initiatives around encouraging active participation in UK society
- Introduction of new government advisory panels,
- Education for new migrants – beyond ESOL,
- A developing concept of Earned Citizenship,
- An independent review of citizenship values by Lord Goldsmith, due to report at the end of March 2008,
- New legislation to ensure only those that have the skills to enhance the UK economy are admitted,

- A “Simplification Project” which seeks to clarify Immigration legislation and the decision making process
- Numerous projects organised and financed by local authorities, charities and NGOs to deal with particular local issues.

When examining the issues, problems and challenges associated with integration it became readily apparent that ‘one size does not fit all’. Many migrants, from the “Old Commonwealth” countries such as Australia and South Africa and migrants from the USA already have similar culture and norms and speak English as their first language. For these reasons new migrants from these countries have fewer difficulties in integrating with the host communities of the UK. It is therefore important that our future integration policies are sufficiently flexible to meet the widely different needs of individuals from different cultures, linguistic backgrounds, educational attainment and so on.

There follows some further detail on actions taken so far to enhance integration into the UK, which provide a sound platform for future work.

### **1.2.1 English Language Classes**

The UK has taken the view that the use of English language itself is probably the single most important element in enabling diverse communities to participate in a common culture with key values in common. It is also a fact that people need some level of English for the crucial matter of basic employment as well as for everyday life. The ability to speak English will assist the new migrant to feel less alienated from the host community and having a ‘common language’ will give the host community the opportunity to directly engage with new migrant groups that they may not previously have had the opportunity to engage with.

It follows that considerable economic benefits follow from assisting migrants to enter employment and helping those already in employment to increase their skills. Home Office research suggests that English language skills are associated with an increase of around 20% in the likelihood of employment and also a greater potential for earnings for those already in work. This suggests that English language training may contribute directly to the growth of the UK economy. The UK has therefore increased investment in ESOL classes by a factor of some 600% over the past five years. Its approach is not to have separate introductory language programmes for new migrants but instead to use mainstream educational provision so that beneficiaries from courses will have a recognised educational qualification that they can use for further education or employment purposes.

### **1.2.2 The National Standards (In England) for ESOL**

The UK ESOL language framework is “owned” by the Government and provision of courses and testing of skills levels falls within the remit of the Department for Innovation, Universities and Skills (DIUS). DIUS is responsible for all publicly funded or subsidised adult education in England.

Education is a devolved responsibility in Scotland Wales and is managed by the Scottish Executive and the Welsh Assembly Government respectively. The mainstreaming of language programmes in all countries of the United Kingdom means that the qualifications required for permanent settlement or naturalisation can also be used for the purposes of employment or access to further education. There is a network of approved awarding bodies that ensure that standards of attainment are consistent across the UK.

For the purposes of permanent settlement or citizenship, the UK legislation requires someone to have achieved competence in language at ESOL Entry 3 level. This is equivalent to B1 Threshold in the Council of Europe framework for languages. However, to ensure that those with low levels of literacy in their own language are not excluded from permanent settlement or citizenship, it is also possible to qualify by demonstrating progress from one language level to the next. The levels of language competence required of migrants seeking permanent residence or citizenship are described in more detail below:

### **Speaking and Listening**

<b>Entry 1</b>	<b>Entry 2</b>	<b>Entry 3</b>
At this level, adults can	At this level, adults can	At this level, adults can
<b>listen and respond</b>	<b>listen and respond</b>	<b>listen and respond</b>
to spoken language, including simple narratives, statements, questions and single-step instructions	to spoken language, including straightforward information, short narratives, explanations and instructions	to spoken language including straightforward information and narratives, and follow straightforward explanations and instructions, both face-to-face and on the telephone
<b>speak to communicate</b>	<b>speak to communicate</b>	<b>speak to communicate</b>
basic information, feelings and opinions	speak to communicate information, feelings and opinions on familiar topics	information, feelings and opinions on familiar topics, using appropriate formality, both face-to-face and on the telephone

**engage in discussion**

with another person in a familiar situation about familiar topics

**engage in discussion**

with one or more people in a familiar situation, to establish shared understanding about familiar topics

**engage in discussion**

with one or more people in a familiar situation, making relevant points and responding to what others say to reach a shared understanding about familiar topics

**Reading****Entry 1**


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At this level, adults can

**Entry 2**


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At this level, adults can

**Entry 3**


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At this level, adults can

**read and understand**

short texts with repeated language patterns on familiar topics

**read and understand**

short texts with repeated language patterns on familiar topics

**read and understand**

short texts with repeated language patterns on familiar topics

**read and obtain information**

from common signs and symbols

**read and obtain information**

from short documents, familiar sources and signs and symbols

**read and obtain information**

from everyday sources

**Writing****Entry 1**


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At this level, adults can

**Entry 2**


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At this level, adults can

**Entry 3**


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At this level, adults can

**Write to Communicate**

Information to an intended audience

**Write to Communicate**

Information with some awareness of the intended audience

**Write to Communicate**

Information and opinions with some adaptation to the intended audience

As already mentioned, ESOL language provision and standards in the UK are fully aligned to the Council of Europe's 2001 Common European Framework for Languages.

### **1.2.3 Further developments in language learning**

The UK has developed programmes of study for unified 'language with civic-content' teaching and learning. The learning materials for these programmes were commissioned by the UK Border Agency and devised by experts in language and citizenship. Courses are delivered using specialist teachers of ESOL and for those with sufficient English language skills to follow a structured course of study (whether by home study, distance learning or attending approved local classes) other options will be available. The process includes formal assessments by independent educational awarding bodies.

This regime is designed to bring applicants with weak, or non-existent English language skills into the educational environment which can greatly contribute to their integration. Using mainstream educational qualifications and providers maximises the potential of the investment and means that students can be signposted into other relevant activities that can further enhance their prospects of effective integration.

The UK believes that establishing common and measurable standards in English language provision is a vital first step to assisting the individual to maximise the opportunities to begin and improve the integration journey. Exposure to, and understanding of, the English language will ensure that newly arrived migrants have the opportunity to interact with the receiving community and thus increases their chances of integrating more speedily. There follows further detail about these programmes.

#### **1.2.3.1 ESOL with citizenship courses.**

Courses are concerned with the teaching of English to speakers of other languages who wish to live and work in the UK. As with general English courses, they are mainstreamed and lead to a recognised academic qualification that can be used for employment or further study. Successfully gaining an ESOL Skills for Life qualification in speaking and listening through attending a course with both language and Life in the UK elements will mean applicants have met the language and knowledge of life requirements for permanent residence or naturalisation at the same time. Courses are available at Further Education, Adult and Community Colleges across the UK.

Some 2,000 ESOL teachers have been trained to deliver the citizenship materials that were developed on behalf of the Home Office by the National Institute for Adult Continuing Education (NIACE) and the London Language and Literacy Unit (LLU+). Materials can be viewed and ordered from the dedicated NIACE website, [www.esolcitizenship.org.uk](http://www.esolcitizenship.org.uk). The popularity of these materials and their perceived benefits in terms of integration and cohesion have continued to shape the development of the UK's strategies on integration.

#### **1.2.4 Permanent settlement and naturalisation**

There are currently three key elements to obtaining British Citizenship. However, under proposals that are presently under consideration, this structure may change. This in turn will affect the UK's strategic priorities for the funding it devotes to integration and the European Integration Fund.

Firstly, migrants arriving in the UK are given 'limited leave' i.e. the UK government sets terms and conditions on their visa restricting their freedom to work and imposing a limit on the time they can spend in the UK.

Secondly, if migrants comply with these conditions and remain in the UK for a specified period (currently five years for people in most immigration categories but two years for spouses of British Citizens) they may be eligible to apply for settlement. Settlement is defined as permission to remain for an indefinite period without any restrictions as to employment.

Thirdly, 'settlers' are entitled to apply for citizenship. Under proposals that at the time of writing are subject to a period of public consultation the conditions for citizenship may change. See section on "Earned citizenship" below.

Until relatively recently (2004) acquiring British citizenship was a low-key private and bureaucratic process. Intending British citizens would complete the application form and if they were eligible would receive a certificate in the post informing them they were now British Citizens. Even the oath of citizenship was taken privately before a Commissioner for Oaths.

This has changed and there are now new and distinct ways by which it is possible to fulfil the requirements for becoming a British Citizen and to celebrate its acquisition.

- Legislation in the Nationality, Immigration and Asylum Act 2002 requires prospective British citizens to demonstrate that they have sufficient understanding of English (or Welsh or Scottish Gaelic) and of life in the UK.
- Regulations came into force on 28th July 2004 requiring all applicants for naturalisation to demonstrate knowledge of English to the standard of ESOL (English for Speakers of Other Languages) Entry 3 level.
- The introduction of the requirement that intending new citizens should also demonstrate knowledge of life in the United Kingdom came into effect on 1st November 2005.
- With effect from 1 April 2007 the requirements for naturalisation were replicated for those seeking permanent settlement in the UK. The situation since then is that anyone seeking to remain permanently in the UK must fulfil the following requirements. Currently, those people meeting the requirements at the permanent settlement stage do not

have to meet them again should they decide to take the further step and seek to become UK citizens.

- Those intending to settle or seek citizenship in the UK can demonstrate their knowledge of language and of life in the UK. Those who are already at or above ESOL Entry 3 standard of English (or equivalents in Welsh or Scottish Gaelic) may take a specially developed short test. The test requires knowledge of English at or above ESOL Entry 3 level and therefore removes the need for applicants to produce separate evidence of their competence in English. Tests are based on the information contained in a specially developed Government handbook entitled *"Life in the United Kingdom: A Journey to Citizenship"*. This handbook is extensively available from bookshops across the UK.
- Those assessed as below ESOL Entry 3 may meet the new requirements by successfully completing one of the "language with citizenship" courses mentioned on page 12 above. A person who successfully completes one of these programmes (which will be pitched at the appropriate level for their learning needs) will not have to take separate tests in English or knowledge of life in the UK.

#### **1.2.4.1 "Life in the UK" test mechanisms**

The "Life in the UK" test is taken on a computer at one of around 100 Life in the UK Test centres in the UK. Due to the small numbers involved, paper based tests were introduced on 1 May 2006 in the Channel Islands and Isle of Man. The test consists of 24 questions based on the information contained in the handbook "Life in the United Kingdom: A Journey to Citizenship". Candidates in Scotland, Wales, Northern Ireland, Channel Islands and Isle of Man will find that some test questions relate specifically to those areas. The extension in April 2007 of testing to those seeking settlement ensures that everyone seeking to remain permanently in the UK will have at least a workable level of English. This once more highlights the importance the UK attaches to the acquisition of language skills as the foundation stone of effective integration.

45 minutes is allowed for the test. Those who trialled the test said this was ample time for them to complete the test. The pass mark varies slightly based on the questions asked in each test, but will generally be in the region of 75%. This variation in the pass mark is a normal feature of this type of test, and ensures a fair result for all candidates. Candidates are not informed of their overall mark but will be told if they have passed or failed. Should they be unsuccessful they are given a sheet which indicates the areas of the handbook on which they showed weaknesses so that they can conduct further study in a more focused manner. Around 600,000 tests have been taken so far; the overall pass rate is in the region of 67%. Since the "Life in the UK" handbook was redrafted in a more accessible style in March 2007, the pass rate has improved to 75%.

## **1.2.5 Supporting Bodies**

The United Kingdom has recently created two new bodies to assist the UK Government in developing public policy on migration and integration matters. These bodies are the Migration Advisory Committee (MAC) and the Migration Impacts Forum (MIF).

### **1.2.5.1 Migration Advisory Committee (MAC)**

The Migration Advisory Committee (MAC) is a new Advisory Non-Departmental Public Body (NDPB). It will provide independent and evidence based advice to the UK Government on where in the market labour shortages exist which can sensibly be filled by migration (in particular migration on non-EEA nationals). The advice will feed into the Government's new points-based immigration system. This system will ensure that labour market supply and demand are matched and will enhance the integration of new migrants by ensuring that jobs are available for them.

### **1.2.5.2 Migration Impacts Forum (MIF)**

The **Migration Impacts Forum (MIF)** is being established alongside the MAC, jointly chaired by the Home Office Immigration Minister and the Minister for Communities and Local Government. MIF will provide information on the wider impacts of migration on local communities and how best to ensure public services can respond and community cohesion can be retained. This too will enhance the integration experience of migrants by helping to ensure an appropriate infrastructure is in place.

## **1.2.6 Citizenship Ceremonies.**

The naturalisation process culminates in a mandatory, but very popular, citizenship ceremony, usually at the local town hall. This is a short ceremony in which the new citizen swears an oath and pledge of allegiance to the UK, accompanied by friends and relatives. This is very much seen as a celebration and provides further opportunities for engagement with the local community and for local service providers such as education departments to encourage further integration efforts.

### **1.3 The total national resources allocated.**

It is extremely difficult to quantify the total national resources allocated to integration in the UK. This is because responsibility for social cohesion and education lies with the devolved Governments in Scotland, Wales and to some extent Northern Ireland. The Department for Communities and Local Government is responsible for community cohesion and active citizenship in England and provides significant funding for these issues. It does not, however, differentiate expenditure on migrants; it simply provides money for communities. And local authorities also spend money directly on education and integration programmes delivered at local level. Their expenditure on these specific issues is not centrally collated.

However, we do know that some £250 million of central Government expenditure is spent on provision of ESOL courses across England. This funding is provided by the Department for Innovation, Universities and Skills and is distributed through the Learning and Skills Council. Further provision is made by the Department for Work and Pensions for those people who are claiming benefits. Persons eligible for support under the European Integration Fund would not be eligible for support from this funding as newly arrived third country nationals are prohibited from accessing State benefits. However, to ensure there is no possible duplication of funding, projects will be asked to sign undertakings to the effect that they are not in receipt of any other funding that may have its origins from other EU funding streams.

Further sums will be allocated by the devolved administrations in Scotland and Wales. At a conservative estimate, therefore, a minimum of £300-£350 million per year will be spent on language acquisition across the UK.

Expenditure by DCLG is more difficult to quantify as this Department provides funding for a number of different projects concerned with community development, community empowerment, equality of opportunity, active communities, intercultural dialogue and faith-based issues.

Projects around community empowerment means getting people more involved in the decisions that affect their lives. Communities and Local Government wants to give people and communities more say on the services they receive and the places where they live. Further projects include getting Asian women involved in their community and supporting council tenants to develop their own tenant management organisations. DCLG is leading on the "Together We Can" plan - a government action plan in which 12 departments have committed themselves to involving citizens in specific projects.

DCLG have identified a number of "Civic Pioneers" - local authorities which lead the way on getting their local communities involved. These authorities are eligible for additional financial support from central government. They are piloting training on adult citizenship and have set up a "Take Part" learning network on adult citizenship which offers advice to trainers wanting to run adult citizenship courses. There are also a number of "Guide Neighbourhoods" - successful communities and organisations which have

turned around their local areas. These are inspiring examples of good practice and areas are acting as mentors for other areas.

DCLG also seeks to reduce perceptions of race discrimination and is leading the work on creating more cohesive communities, tackling racism, extremism and hate and promoting inter-faith activity and a shared sense of belonging. Delivery of this agenda is dependent on not just partnerships with other government departments but also the wider public sector, private sector, community organisations and communities themselves. The £18m Connecting Communities Plus grants programme (running from April 2006 - March 2009), will provide funding for activities which encourage race equality and community cohesion.

There is also expenditure on measuring the effects of integration activities and on assessing community cohesion and tension. This research, the UK Citizenship Survey is run biennially on the basis of a nationally representative sample of 10,000 adults aged 16+ in England and Wales, plus a booster sample of 5,000 adults from minority ethnic backgrounds. In addition, a local area booster survey is conducted to measure levels of community cohesion and to build our understanding of what drives community cohesion. The survey gives extremely useful information on the community cohesion issues that people find most important.

Twenty local areas (each comprising a small number of wards) across England and Wales have been selected for their diverse social and economic circumstances. In each local area, 500 interviews are conducted with residents in order to capture how community cohesion is working at the very local level. This survey provides invaluable baseline information on how communities interact with each other and will be used in order to give us information on the effectiveness of programmes intended to stimulate and encourage integration.

In summary then, funding from Central Government that contributes directly to the integration of new migrants is likely to be in the region of £350 million in any one year. This figure does not include administration or staff costs. Whilst information on expenditure by local authorities is not collated centrally, expenditure on locally funded integration, intercultural and interfaith activities will be significant.

## SECTION 2.

### ANALYSIS OF REQUIREMENTS IN THE MEMBER STATE

#### 2.1 The requirements in the Member State in relation to the baseline situation.

The current strategic (top level) objectives for the UK in respect of integration are:

- To continue to develop simplified admissions procedures that enhance the prospects of migrant integration;
- To address capacity issues in respect of language learning;
- To develop processes and programmes that help new migrants in general and specific targeted groups of disadvantaged migrants to become full and active members of UK society; and
- To develop a clearly defined path to citizenship that ensures migrants are fully and properly integrated into UK society and are empowered to achieve their full potential.

These strategic objectives will, of course, require the development of specific subsidiary objectives in order to ensure that they are successfully delivered. Further detail on how these strategic objectives have come about is as follows:

##### *2.1.1 Development of admissions procedures that enhance the prospects for the integration of third country nationals.*

The UK Government's White Paper, **Secure Borders, Safe Haven** set out clearly that net immigration is beneficial for the UK economy. The UK has an ageing indigenous population and a declining birth-rate. This decline in the working population has already thrown up the major problem of funding adequate pensions because of a declining work force in remunerated (and taxable) employment. The challenge for the UK is to ensure that appropriate numbers of the right types of immigrants, with the appropriate professional skills, come to the UK to fill both long- and short-term skills and labour shortages. A further challenge identified in this report is to ensure that those seeking to enter the UK have a clearly defined means of doing so and that admissions procedures support their future well-being in the UK.

As a response to criticisms that the present architecture for managing immigration is too complex the UK Border and Immigration Agency commissioned some internal research to identify difficulties and to devise an appropriate way forward. It is considered that a system of admissions that is too complex for migrants to understand and can lead them to risk of an adverse decision will inhibit their effective integration. The research also highlighted the potential benefits to integration of pre-entry language requirements for those seeking access to the labour market. The UK Government's 5 year strategy for asylum and immigration entitled "Controlling Our Borders: Making Migration Work for Britain" which was published in

February 2005 reinforced the strategic case for a clearer system of admission procedures that would enhance the integration prospects of new migrants. This was further re-validated in July 2006 in the IND (the former name of UK Border Agency) Fundamental Review.

### *2.1.2 Addressing capacity issues in respect of language learning*

The UK has recently commissioned two independent reports into integration, citizenship and cohesion issues. These influential reports have been taken fully into account in analysing the future requirements for the UK and in determining the priorities for the EIF. The first of these reports, 'Our Shared Future' was commissioned by the Department for Communities and Local Government and was undertaken by the independent Commission on Integration and Cohesion. The full report can be downloaded from <http://www.integrationandcohesion.org.uk>. Amongst other things, the report identified the following barriers some migrants face to effectively integrating with the host community in the United Kingdom:

- Lack of language or employment skills; and
- Difficulties accessing English classes that meet their needs.

This report also recommended that there should be much better co-ordination of integration activities across the various Central Government Departments with an interest in integration, local authorities and NGOs working in the field.

A second influential report is a review of citizenship conducted by Lord Goldsmith, a former Minister in the UK Government. This review was conducted following publication of the Government's vision and proposals for constitutional renewal in a Green Paper entitled "The Governance of Britain". The Terms of Reference for this review were:

- To clarify the legal rights and responsibilities associated with British citizenship, in addition to those enjoyed under the Human Rights Act, as a basis for defining what it means to be a citizen in Britain's open democratic society
- To consider the difference between the different categories of British nationality
- To examine the relationship between residence, citizenship and British national status and the incentives for long-term residents to become British citizens
- To explore the role of citizens and residents in civic society, including voting, jury service and other forms of civic participation

The review was launched on 5 October 2007 and reported to the Prime Minister in March 2008.

Research commissioned for the Review confirmed that learning English was seen by new migrants as the single most important factor in integrating in society. The Review also concluded that establishing proficiency in English for new migrants also has clear benefits for UK society, not only in terms of

facilitating social intercourse but in the workplace as well. It therefore recommended that high priority should be attached to helping newcomers to learn English from the outset.

*2.1.3. Developing processes and programmes that help new migrants in general and specific targeted groups of disadvantaged migrants to become full and active members of UK society*

The report of the independent Commission on Integration and Cohesion mentioned above identified some further barriers to integration that might inhibit new migrants from knowing about UK society and becoming active in it. These barriers include:

- Lack of practical information about how to live in the UK;
- Lack of knowledge of their rights and responsibilities, and the advice available;
- Lack of opportunities to meet local people and socialise with them; and
- Some public hostility and ignorance.

The report made some further recommendations regarding assistance, other than language support, that new migrants might need. These recommendations were broadly in line with those in “The New and the Old” regarding knowledge of life in the UK which were already incorporated into the “language with citizenship” programmes previously mentioned. However, it is apparent from this research that these programmes are not universally available, so there is a need to expand capacity.

The statistical information in Section 1 shows that particular groups and particular nationalities fare worse than others, particularly in respect of their economic integration. For example, a recently-arrived female spouse from Bangladesh will suffer multiple disadvantages in attempting to enter or progress in the labour market. It is also apparent that increasing numbers of migrants from non-Anglophone countries are arriving and settling in the UK. Whilst UK domestic immigration legislation is increasingly requiring pre-entry language ability for those entering for work, the greater numbers of people arriving for family reunion and formation also present a challenge. Such people are in the UK for only a relatively short time (two years) before becoming eligible to apply for permanent settlement. Therefore, in order to meet the language requirements for settlement, they need early access to high-quality language programmes. Those spouses who have managed to find work in the UK often do not have the language skills to undertake jobs that are appropriate to their academic or vocational qualification levels so need additional support in order to achieve their full potential.

*2.1.4. Developing a clearly defined path to citizenship that ensures migrants are fully and properly integrated into UK society and are empowered to achieve their full potential.*

During the course of his Review, Lord Goldsmith spoke to a wide range of organisations and individuals as well as seeking the views of the wider public.

One of his key conclusions was that often the most critical issue for people moving to the UK for settlement is the rules for how they will access citizenship. He commented that there should be meaningful requirements along the route to citizenship. These requirements should include something, for example engaging in voluntary or community activity, that shows new migrants are committed to the UK. Such activities would also enhance their integration by giving them opportunities to mix with other people from a variety of cultures and backgrounds.

The report also concluded that any requirements should not be hurdles imposed to make the process a difficult one but should be designed to ensure that a new citizen has demonstrated a commitment to settle in the UK and has engaged with UK society. In other words, the requirements for the acquisition of citizenship should stimulate integration and civic participation as well as constitute proof to existing citizens that new UK citizens have shown their commitment to the country they have adopted.

Two internal reports commissioned by the Immigration Minister have come to similar conclusions. These reports were:

1. Report on the current citizenship system and evaluation of data and trends; and
2. Proposals on a possible system of linking category of entry to permissions and access to benefits and impact of this.

These reports found that British citizenship offers huge rewards in terms of political and economic rights and freedoms. In addition British citizenship offers free schooling, healthcare, and welfare support. The reports also found that many members of the public would feel better able to support new migrants in their journey to citizenship if a system of sanctions and rewards was in place, as part of a clearly defined path to citizenship.

The concept of “earned citizenship” stresses “something for something”. It removes the misguided argument that new citizens are taking advantage of the welfare system and introduces a concept of “rites of passage”. These “rites of passage” might include activities that promote integration through closer engagement with existing communities. It also enhances the symbolism of ‘joining’ a free and democratic society and introduces the idea of showing respect to an already existing society and not abusing it. The idea of citizenship “rites of passage” also has the useful effect of raising the visibility of British citizenship and underlining its value.

## **2.2 The operational objective of the Member State designed to meet its requirements.**

*2.2.1 Development of admissions procedures that enhance the prospects for the integration of third country nationals.*

The research mentioned above has led to the development of a Points Based System (PBS) for immigration. Amongst other objectives, the proposed system will seek to mainstream some aspects of integration policies. The objective is to implement a rationalised managed migration system that brings all current work and study schemes into a five-tiered, points based system. PBS relates principally to the following core business functions:

- Managing the entry clearance process for third-country nationals wishing to come to the UK for work or study (but not as visitors)
- Managing of leave to remain or further leave to remain decisions in respect of third-country nationals (but not the granting of citizenship).

The UK considers that a system of transparent, easily understood and well communicated admissions procedures is needed in order to underpin all actions in respect of integration. The lack of such a system can disadvantage individuals in many ways and can inhibit their effective integration. Furthermore, the English language component of the PBS will ensure that new migrants coming for work will have both the language and vocational skills needed for the job which will facilitate their early economic, social and cultural integration. This operational objective will be the focus for actions financed during the early part of the EIF funding cycle (2007 – 2008)

#### *2.2.2 Addressing capacity issues in respect of language learning*

The external reports mentioned above show very clearly that it is equally important to ensure that those migrants who are already in the UK or are coming for legal purposes other than employment, e.g. family formation and reunion, are also enabled to become economically active. This is a fundamental human right that will ensure their dignity and inclusion in society. There is also a need to respond to greater numbers of migrants requiring language support and put in place measures that will enhance their ability to enter or progress in the labour market.

Whilst ESOL classes can contribute directly to assisting economic integration by facilitating entry into employment, such programmes can also contribute directly or indirectly to social and cultural integration. The ability to speak English will assist the new migrant to feel less alienated from the host community and having a 'common language' will give the host community the opportunity to directly engage with new migrant groups that they may not previously have had the opportunity to engage with.

In order to address the shortfall in language programmes identified by both external and internal research, the UK intends to utilise the majority of its allocation under the EIF to increase ESOL capacity by inviting external projects to bid for allocations from the fund. External bidders will also be invited to submit proposals for innovative approaches to language development needs. This objective will therefore be addressed throughout the funding period 2007 – 2013.

*2.2.3. Developing processes and programmes that help new migrants in general and specific targeted groups of disadvantaged migrants to become full and active members of UK society.*

In seeking project proposals from external providers the UK will continue to build on the success of its “language with citizenship” programmes and seek innovative approaches to addressing the issue of social inclusion. The UK’s multi-annual programme will also focus, at least in part, on vulnerable migrants for whom their educational, social or cultural background is an inhibiting factor in achieving their personal goals. Proposals will be sought from organisations that specialise in providing targeted support to those groups who, for whatever reason, have suffered disadvantage. Again, this objective will be addressed throughout the funding cycle.

*2.2.4. Developing a clearly defined path to citizenship that ensures migrants are fully and properly integrated into UK society and are empowered to achieve their full potential.*

There is a need to respond positively to the internal and external research that showed that the path to citizenship needed to be clarified and enhanced by providing an appropriate balance between rights and responsibilities, benefits and contributions. The UK therefore intends to reform its citizenship policies to make them clearer and more balanced. There is also an emerging view from the external reports mentioned earlier in this Section that for those seeking citizenship, voluntary activity may provide multiple benefits for those who are able to undertake it. Firstly, such activities can provide valuable language development support by providing opportunities for conversational practice. Volunteering can also help provide valuable work skills and is a clear statement of intent to become a full and active member of society. But most importantly it provides opportunities for positive interaction with people from other backgrounds and cultures in a non-threatening environment where there are interests in common. Developing and promoting the concept earned citizenship that includes elements of voluntary activity will be a focus for both internal and external projects during the latter part of the funding cycle (2009 – 2013).

Lastly, the UK is considering what further pre-entry language requirements might be put in place to further enhance the integration of those migrants who currently enter the UK with limited or no English skills. This work is at an early stage and is subject to further decisions at official and Ministerial level. Nonetheless, the UK wishes to include as one of its operational objectives for 2009/2010 the following:

- To consider and, if agreed, to support, additional pre-entry language development for specified categories of migrants who have a legitimate expectation of remaining permanently in the UK.

It is the UK’s intention to build the Multi-Annual Programme around these themes and to utilise the European Fund for the Integration of Third-Country nationals to partly address these issues. In developing the Multi-Annual

Programme and subsequent Annual Programmes the UK will continually be mindful of the Common Basic Principles on Integration agreed by the Justice and Home Affairs Council in November 2004.

The UK believes that its strategic objectives are entirely consistent with the Priorities outlined in COM (2007) 3296.

## **SECTION 3**

### **3.1 Strategy to Achieve the Objectives**

The UK intends to maximise the utilisation of available funding by primarily concentrating on internal projects in 2008 whilst continuing to support those external projects selected in 2007 that applied to run for two or three years. This will ensure coherence between the objectives of the projects selected for support, the strategic objectives of UK Border Agency and the objectives of the EIF. It will also enable greater control of project outcomes. However, in later years of the fund it is proposed to reduce the proportion of funding devoted to internal projects so that external bidders will have a greater opportunity to put forward innovative projects around the concept of earned citizenship. The overall objective of these measures is to ensure that new migrants are given adequate support in meeting the emerging new requirements for UK citizenship and to create greater opportunities for interaction and dialogue with the receiving society.

#### **PRIORITY 1**

**Implementation of actions designed to put the “Common Basic Principles for immigrant integration policy in the EU” into practice.**

##### **a) The objectives of the strategy and examples of key actions**

The first objective of the strategy under this Priority is to put into place a system of admissions procedures that enhances the ability of new migrants to integrate into UK society.

In 2007 and 2008 the UK will utilise its allocation from the fund to support an internal programme (development of the Points Based System for Immigration) that will improve and enhance admissions procedures and will also support the integration of third country nationals. It is considered that the introduction of a simpler, more transparent system of admissions procedures that includes a pre-entry language requirement for those entering in a category that will lead to permanent settlement will support integration.

Examples of key actions for this objective include:

- Development of front end interfaces with the migrant making the application process clearer and simpler, including developing a web based application process and clear eligibility criteria to facilitate self assessment.
- Improving internal business processes so as to ensure better customer service.
- Researching and agreeing appropriate levels of language competence for those seeking entry for work.

- Delivering guidance and training to staff on new processes and procedures ensuring a smooth transition from one system to another.

The second objective under this Priority is to enhance and develop the UK's capacity to deliver language programmes to new migrants. It will seek to achieve this objective primarily through supporting external projects.

Examples of key actions to achieve this objective include:

- Support for programmes and activities designed to introduce newly arrived third-country nationals to the host society
- Support for programmes that assist newly arrived third-country nationals to acquire basic knowledge about UK language, history, institutions, socio-economic features, cultural life and fundamental norms and values.
- Building capacity for English for Speakers of Other Languages (ESOL) classes. This is to cover areas such as work specific language courses as well as general conversational support.
- Development of specifically targeted programmes aim at particularly vulnerable groups such as women, youths and children with low literacy levels.

It should be noted that, because of the poor response to a call for external proposals, the UK is not currently in a position to draw down its full allocation of funding for 2007. However, it intends to address this situation by mounting a further call for proposals with the intention of allocating the outstanding balance of its allocations to activities supporting Priority 1 – specifically actions designed to assist newly arrived third country nationals to develop awareness of UK language, culture, history, institutions, socio-economic opportunities, cultural life and the country's norms and values.

In 2008 the proportion allocated to internal projects will increase to approximately 65% and that to external projects will reduce to around 35%. There will be no funding available to support additional external projects in 2008 other than those that commenced in 2007 and which had initially sought funding support for two or three years. No external call for proposals will therefore be made in respect of the 2008 allocation unless it is found that the full allocation of funds for the UK cannot be utilised. If this proves to be the case, efforts will be made through a further call for external proposals to identify projects that support Priority 1. As mentioned previously, there will be an even stronger focus on external projects from 2009 onwards so the allocation to internal projects will reduce to around 10% of the available total and that to external projects will increase. Again, the intention is to focus primarily on Priority 1.

#### **Description of targets concerned and indicators used**

- Development of admissions procedures that enhance the prospects for the integration of third country nationals.
- Improving capacity in respect of language learning

- Improved processes and programmes that help new migrants in general and specific targeted groups of disadvantaged migrants to become full and active members of UK society.

The application pack that the UK intends to utilise for both internal and external project proposals includes a table in which beneficiaries are required to outline project objectives, targets for delivery over the project life and how these will be monitored. A further table seeks qualitative outputs, including examples of what precisely will be delivered and a description of “soft indicator” outputs. Again, beneficiaries are asked to provide how this information will be monitored, including a description of how records will be kept. In summary, then, responsibility for developing indicators has been devolved to project beneficiaries and is part of the project approval process.

In addition to the specific project indicators, a further set of indicators is utilised by the Department for Communities and Local Government to see the extent to which actions undertaken in respect of integration and social cohesion have been successful. These indicators are measured through the UK Citizenship Survey. The Citizenship Survey is a face to face household survey carried out by Communities and Local Government covering a representative core sample of almost 10,000 adults in England and Wales each year, plus a minority ethnic boost sample of 5,000. The survey covers, amongst other things, active and empowered communities; community cohesion; and racial prejudice and discrimination. The UK Border Agency will monitor elements of this survey to gauge how its policies in respect of integration are working in practice. The specific indicators that might be of value in this respect are:

Indicator 1: The percentage of people who believe people from different backgrounds get on well together in their local area.

Indicator 2: The percentage of people who have meaningful interactions with people from different backgrounds.

Indicator 3: The percentage of people who feel that they belong to their neighbourhood.

Indicator 4: The percentage of people who feel they can influence decisions in their locality.

Indicator 5: A Thriving Third Sector (a composite measure of levels of formal volunteering and third sector capacity, the latter number of FTE employees).

Indicator 6: The percentage of people who participate in culture or sport.

## **Priority 2**

### **Development of indicators and evaluation methodologies to assess progress, adjust policies and measures and to facilitate co-ordination of comparative learning**

#### **The objectives of the strategy and examples of key actions**

The UK already has in place a number of indicators of integration and social cohesion, some of which have been mentioned above. However, it is felt that there is considerable potential value in assessing the effectiveness of integration initiatives and, from that assessment, identifying examples of good practice and also developing further indicators.

Examples of key actions to achieve this objective include:

In 2009 the UK will apportion 5% of the fund to support external programmes such as:

- Research and evaluation of current integration policies of the UK
- Impact studies on migrants who have already been through Life in the UK and ESOL routes to highlight strengths and weaknesses with a view to demonstrate ways of improving services to newly arrived third-country nationals.
- Comparative study to examine whether current UK integration policy delivers effective measures of integration of newly arrived third-country nationals into the host Community.

It is not currently envisaged that further research or evaluation will be conducted in subsequent years but this will depend on whether or not proposals are received for a longitudinal study into the overall effects of integration initiatives. Any such proposals will be considered on their merits.

#### **Description of targets concerned and indicators used**

- A research-based report on the effect of existing integration policies (the “Life in the UK” test and language with citizenship courses) which compares the effectiveness of their integration compared to a baseline sample of longer-term UK residents who did not have the benefit of these initiatives.
- From the findings of this report, to refine existing indicators of integration and, where appropriate, to develop new ones.

## **Priority 3**

### **Policy capacity building, co-ordination and intercultural competence building in the Member States across the different levels and departments of government**

#### **The objectives of the strategy and examples of key actions**

The issue of intercultural competence building will also be addressed. The aim of this area of work is to improve the knowledge and awareness of migration and migrant issues with key external stakeholders including local

government and businesses. During the lifetime of EIF it is intended to finance external projects at a local level that aim to develop the skill of those people dealing directly with new migrants in identifying and meeting their needs in a culturally sensitive manner. It is also the intention to utilise some funding in respect of internal projects that will increase knowledge and awareness of policy officials of intercultural issues and also to increase the involvement of migrant communities in the development of integration and cohesion policies that directly affect them.

Examples of key actions to achieve this objective include:

- Supporting programmes that aim to share best practice in ways to build bridges between communities, introducing the newly arrived third-country national to the host community.
- Supporting programmes that aim to develop the knowledge of people, for example officials in local authorities and government departments, who engage directly with migrants about different cultures.

#### **Description of targets concerned and indicators used**

- An identified number of direct providers of services to migrants who have been trained in intercultural issues and intercultural communication techniques.
- “Good practice” guidance for national and local government on how best to interact with new migrant populations.

#### **Priority 4**

#### **Exchange of information, best practice and information on integration between Member States**

##### **The objectives of the strategy and examples of key actions**

The intention is to learn from the domestic experience initially and to continue to share information and good practice informally through forums such as the EU National Integration Contact Points Network. This will then provide a good platform for the development of bilateral and/or multilateral projects. The UK will therefore focus on this priority from 2010 onwards.

Examples of key actions to achieve this objective include:

- Supporting programmes on joint projects with other Member States to evaluate integration policies across the EU.
- Sharing good/best practice.
- Developing and sharing experience of e-learning and other innovative training approaches.
- Encouraging a transnational approach to involve newly arrived migrants participating in voluntary work, peer mentoring and other programmes similar to the approach adopted in the for the UNHCR Gateway Refugees.

## **Description of targets concerned and indicators used**

This is an ongoing process of information sharing, primarily through the Integration Contact Points network. However, a specific target might be:

- Delivery of an EU conference to share good practice on a specified aspect of integration, for example intercultural dialogue/meaningful interaction.

### **3.2 Technical support**

Organisations running projects will be given all necessary technical support during the lifetimes of the projects. The support will cover issues such as documentation and financial returns but also “softer” issues such as advice and guidance on how planned integration activities fit with national and EU priorities. We have already started this process during monitoring visits for projects already running. The visits include detailed discussions with project leaders, finance and administration staff to ensure that the management and control systems are being adhered to. Separately visits are made to projects and both participants and tutors are made aware of the EU contribution and given practical support in achieving their personal goals. For future tendering rounds we intend utilizing the experience gained by earlier beneficiaries to help new bidders for funding better understand the process.

### **3.3 Evaluation**

The evaluation programme will aim to identify:

- the outcomes and outputs of funded projects (both individually and overall) in terms of the five criteria of relevancy, efficiency, effectiveness, utility and sustainability.
- the forms of intervention that are successful and offer good value for money
- lessons for good practice in project conception and delivery
- common obstacles to progress across projects; and
- proposals for change in project assessment, support and management systems.

As well as meeting the evaluation requirements of the EU it is the intention that the evaluation programme will go a little further and provide insights for those working in the field of integration into what tactics work best. For example, it has already been identified that projects that have strong, direct links into specific communities have less difficulty in recruiting participants. Often, such projects have been able to fill programmes simply by word of mouth and there has been no need to advertise to attract participants.

## **Section 4**

### **4.1 Compatibility with other Instruments**

The UK Border Agency will ensure that the proposed measures are fully integrated and co-ordinated with similar measures financed by other national, community or international instruments and also that they complement and enhance, but do not replace, national measures. The UK is mindful of the fact that there is a need to ensure complementarity between EIF and other EU funds, as well as ensuring that there is no double funding of projects from EU sources.

The European Integration Fund is administered by the UK Border Agency which also administers the European Refugee Fund and the European Returns Fund. The Responsible Authorities for each of these Funds work closely together and there is a forum for the exchange of information and good practice arranged every two weeks. There is also close co-operation in respect of issues arising from the SOLID committee; the UK's response to such issues is a joint one. This ensures a close degree of strategic compatibility between integration measures for legally resident third country nationals and the rather more specialised programmes needed for refugees.

There is also close co-operation between the UK Border Agency and other Government Departments responsible for other avenues of EU funding. Again, this ensures complementarity.

The Department for Work and Pensions (DWP) is responsible for administration of much of the UK's allocation of resources under the European Social Fund. DWP spends its allocation on measures that are intended to support long-term unemployed persons into employment. It also runs a network of careers centres called Job Centre Plus. Whilst there are no regularly scheduled meetings with the Responsible Authority for the ESF the eligibility criteria have been made available to UK Border Agency staff and there are ad hoc co-ordination meetings at strategic policy and operational level to ensure consistency and complementarity between the funds.

An example of complementarity might involve a legally resident third country national attending Job Centre Plus. If they were a long-term permanent resident or citizen they would be able to undergo a series of tests designed to determine their employability. This would include an analysis of their vocational skills and of their language competence. A native English speaker in similar circumstance would be assessed on their level of literacy.

If the person concerned was found to have insufficient language skills to enable them to obtain sustainable employment then they would be signposted into a language development programme which might be part-funded from ESF. These so-called "language to work" programmes are separately contracted with further education providers by the Department for Work and Pensions which reduces the risk of double funding.

A recently arrived third country national in similar circumstances would not be entitled to State benefits or direct support from Job Centre Plus. However, some projects supported under EIF will include elements of information, advice and guidance about what skills a newly arrived third country national may need to develop in order to gain employment. This example shows that projects funded under EIF provide supporting actions for entry into employment but do not interfere with mainstream employment advice. It should be emphasised that newly arrived third country nationals are not eligible for state benefits so the DWP funded programmes would normally only be accessed by long term migrants with no restrictions on their immigration status.

So as to ensure compliance with eligibility criteria and the Management and Control systems, projects intending to assist EU nationals, asylum seekers or refugees, in whole or in part, were excluded at the initial sifting stage, as were those projects that had failed to fully or properly complete the application pack. So as to ensure that there is no risk of projects receiving funding from more than one EU source, the project application pack includes a declaration from potential beneficiaries to the effect that they will not utilise any other source of EU funding for projects being supported through the EIF and there is a specific requirement for auditors to confirm that this is the case.

The UK Border Agency also works closely with the Department for Communities and Local Government (DCLG). DCLG has a government target (called a public service agreement or PSA target) to improve community cohesion. Activities funded under EIF can again support this target by assisting migrants to learn English and to better understand life in the UK. So again the UKBA strategy is to support the achievement of goals by specific supporting actions.

UKBA works closely with the Department for Innovation, Universities and Skills (DIUS) on the specific topic of language development for migrants. It has contributed to the DIUS strategy for language and attends a number of working groups looking at language issues. UKBA seeks to identify gaps in provision and to utilise EIF to fill them. A concrete example is that DIUS has struggled to attract some women of Asian origin into language provision for a variety of cultural and religious reasons. Some project beneficiaries have put in place effective measures to overcome the barriers these women face in entering education, training or work – again complementing the mainstream work that is going on.

Finally, UKBA has stressed to project beneficiaries the importance of ensuring a clear separation of different funding streams at project level. Potential beneficiaries are asked to declare if they have any other sources of EU funding and have to put in place measures to ensure that individuals only receive benefit from one EU stream plus, of course, any match funding.

## Section 5

### Framework for implementation of the strategy

#### 5.1 Publication of the programme.

The outline of the principles of this multi-annual programme was published in October 2007 as part of the external call for project proposals. However, since that time it has been extensively developed and revised. Once approved by the Commission it will be published on the UK Border Agency website and will be given appropriate publicity. The UK Border Agency also intends taking part in Funding Seminars organised by Government Offices in the Regions at which it will outline the multi-annual programme with a view to expanding awareness of it and encouraging potential external beneficiaries to come forward.

In respect of Annual Programmes, again these will be published on the UK Border Agency website, as will the particulars of beneficiaries of the EIF. At the end of each funding period, the outcomes of projects will be published on the UK Border Agency website together with some case studies of achievements that we think are worthy of special mention.

##### 5.1.1. The approach chosen to implement the principle of partnership.

The UK has developed a high level EU Solidarity Mechanism Funding Apportionment Board. The purpose of the Apportionment Board is to fulfil Article 11 'Partnership', of the Basic Act 573/2007/EC. This states:

*"1. Each Member State shall organise, in accordance with current national rules and practices, a partnership with the authorities and bodies which are involved in the implementation of the multi-annual programme or which, according to the Member State concerned, are able to make a useful contribution to its development.*

*Such authorities and bodies may include the competent regional, local, urban and other public authorities, international organisations, in particular UNHCR, and bodies representing civil society, such as non-governmental organisations or social partners.*

*2. Such partnership shall be conducted in full compliance with the respective institutional, legal and financial jurisdiction of each partner category."*

Additional references are made to Article 11 Partnership in Basic Act 573/2007/EC. Firstly, in Article 18 on the 'Preparation and approval of national multi-annual and annual programmes'. Specifically, Article 18 (1) (f) states "Each Member State shall propose, on the basis of the strategic guidelines referred to in Article 17, a draft multi-annual programme which consists of the following elements: ... a description of the approach chosen for the implementation of the partnership principle laid down in Article 11."

Secondly, in Article 27 on the '*Tasks of the Responsible Authority*', specifically Article 27 (1) (a) which states that "[the] Responsible Authority shall be responsible for managing and implementing the multi-annual programme in accordance with the principle of sound financial management. It shall in particular: (a) consult partners in accordance with Article 11..."

UK Border Agency has established the independent Apportionment Board to advise on the UK's proposed allocations of all European funding provided as part of the general Solidarity Mechanism programme. The Board is presented with proposals for each of the three EU Solidarity Mechanism Funds in which the UK participates, including the ERF III. The proposals include multi-annual strategies, and annual strategies for the programme year in question.

At the start of the multi-annual programming phase, the legislative process which regulates each fund is outlined to the Board. This summarises the basic EU acts, which are supplemented by two accompanying European Commission Decisions laying down the rules for the implementation of the basic acts, and the Strategic Guidelines which provide the priority framework for each fund.

The Board then considers the UK's proposed expenditure as set out in the plans provided in preparation for the Multi-Annual and Annual Programme proposals.

In line with national requirements, plus the Commission's priority and the eligible action requirements, the UK ERF RA presents its multi-annual and annual strategy proposals to the Board. In determining the validity of the proposals through this process, the Board considers whether the plans take into account the *priorities* and *actions* outlined in the Basic Acts and Commission documents, as well as national requirements.

In addition, as provided by Article 7(3) of the Commission Decision 2008/22/EC laying down rules for the implementation of Council Decision 573/2007, the UK ERF RA can act an Executing Body if "*the characteristics of the project leave no other choice for implementation, such as de jure monopoly situations or security reasons. In these cases, the rules concerning the final beneficiary shall apply mutatis mutandis to the responsible authority.*"

Therefore, the RA requires 'internal' project proposals to submit applications for consideration by the independent Apportionment Board. The RA requires the same financial and project information to be provided from internal bidders as for external project proposals awarded through the RA acting in grant Awarding Body role. In addition, internal bidders must justify how they satisfy the condition that they are *de jure* monopoly providers or why the project can only be delivered by the UK Border Agency.

The Apportionment Board then considers all internal applications against the domestic priorities agreed during the high level apportionment process, in addition to whether the criteria for Article 7(3) of Decision 2008/22/EC are met. The Board also advise on whether the use of the fund as proposed in the application submitted constitutes value for money, and provide feedback on

any aspects of the application for which they recommend adjustment prior to approval.

### **UK Apportionment Board Objectives**

The objectives of the UK Apportionment Board are:

- To be a transparent and semi-independent mechanism to apportion the funds.
- Overview of the Multi-Annual Programme specification for each fund.
- Annually select and approve internal projects to be administered by the RA in the Executing Body role, financed under the three funds.

### **Task Summary**

The key tasks of the Apportionment Board are summarised as:

- The Board will review the proposed Multi-Annual Programmes proposed apportionment plans for each fund against the criteria set by the Commission and decide whether or not to approve them. This informs the allocations proposed in this MAP.
- The Board will review the internal projects the UK Border Agency proposes under the Solidarity funding mechanism and decide whether or not to approve them.
- The Board will be informed of the results of the external tendering projects, assessed by a separate working level panel composed of independent officials. The Board is not requested to assist with approving external projects, selected by the RA in grant Awarding Body role.

### **Membership:**

**Chair:** UK Border Agency Strategic Director of Human Resources

**Board members:** Representative, UNHCR

Representative, Department of Communities and Local Government

JHA Counsellor, UK Permanent Representation in Brussels, FCO

The involvement of outside agencies in the Apportionment Board that determines the allocation of funds to internal and external projects is a further example of the principle of partnership. Also, the formation of the Migration Impacts Forum and the Migration Advisory Committee mentioned in sections 2.1.5.1 and 2.1.5.2 above shows the commitment the UK has to the principles of partnership. Both of these bodies have a statutory basis and the Migration Impacts Forum is co-chaired by Ministers from the Home Office and Department for Communities and Local Government. Both bodies have membership chosen through an open and transparent selection process.

The information given in Section 4 above shows that the UK Border Agency has already developed strong partnerships across Government. As it continues to develop its policies on earned citizenship it will seek to further develop these partnerships and further ones with local authorities. It is also developing measures to ensure that beneficiaries of the EIF are able to exchange information and good practice in a supportive environment. Some projects are already starting to work closely together and supporting each other where a project perhaps has something that another one cannot offer.

**5.1.2** At EU level the UK continues to be an active member of the European Integration Contact Points Network and of other EU forums where effective partnerships can be built and developed.

**5.2** The Responsible Authority for the EIF and the Responsible Authority for the ERF meet formally every month and often more frequently to ensure there is complementarity between the two funds at an operational level. The European Social Fund is managed by the UK Department for Work and Pensions and both Ministerial and official groups meet to ensure complementarity between actions supported by this Fund and other European funding streams.

## 6. INDICATIVE FINANCING PLAN

<b>Multiannual Programme - Draft Financial Plan</b>								
<b>Table 1: Community Contribution</b>								
Member State: United Kingdom								
Fund: European Integration Fund								
<i>(in millions euros - current prices)</i>	2007	2008	2009	2010	2011	2012	2013	TOTAL
Priority 1:	8.46	10.58	13.61	15.25	18.58	23.26	26.59	113.97
Priority 2:			0.35					0.35
Priority 3:	0.18	0.18						4.36
Priority 4					1.00	1.50	1.50	4.00
Technical Assistance	0.68	0.84	1.08	1.18	0.87	1.08	2.11	7.84
<b>TOTAL</b>	<b>9.32</b>	<b>11.57</b>	<b>15.01</b>	<b>16.40</b>	<b>20.92</b>	<b>26.31</b>	<b>29.78</b>	<b>129.49</b>

**Project Community Contributions are taken from SOLID/2007/26. Extrapolations of the amounts to be allocated to the Member States for the Integration Fund for the period 2009-2013 dated 11<sup>th</sup> October 2007.**

<b>Multiannual Programme - Draft Financial Plan</b>								
<b>Table 2: Overall Financing Plan</b>								
Member State: United Kingdom								
Fund: European Integration Fund								
<i>(in millions euros - current prices)</i>	2007	2008	2009	2010	2011	2012	2013	TOTAL
Community Contribution	9.32	11.57	15.01	16.40	20.92	26.31	29.78	129.49
Public co-financing	2.18	2.18	0.75					5.11
Private co-financing	7.14	9.39	14.26	16.40	20.92	26.31	29.78	124.38
<b>TOTAL</b>	<b>18.64</b>	<b>23.14</b>	<b>30.02</b>	<b>32.80</b>	<b>41.84</b>	<b>52.62</b>	<b>59.56</b>	<b>258.98</b>
% Community Contribution	50%	50%	50%	50%	50%	50%	50%	50%