



Making Integration Work

FAMILY MIGRANTS

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Foreword

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

This third edition takes stock of the experiences of OECD countries with respect to the integration of family migrants along a number of policy lessons with supporting examples of good practice. It also provides a comprehensive comparison of the policy frameworks that govern integration policy for family migrants in OECD countries. Information about the different policy frameworks was gathered through a questionnaire sent to all the countries.

Previous editions of this series addressed the integration of refugees and others in need of protection, and the assessment and recognition of foreign qualifications. Forthcoming publications will cover the integration of young people with a migrant background and language training for adult migrants.

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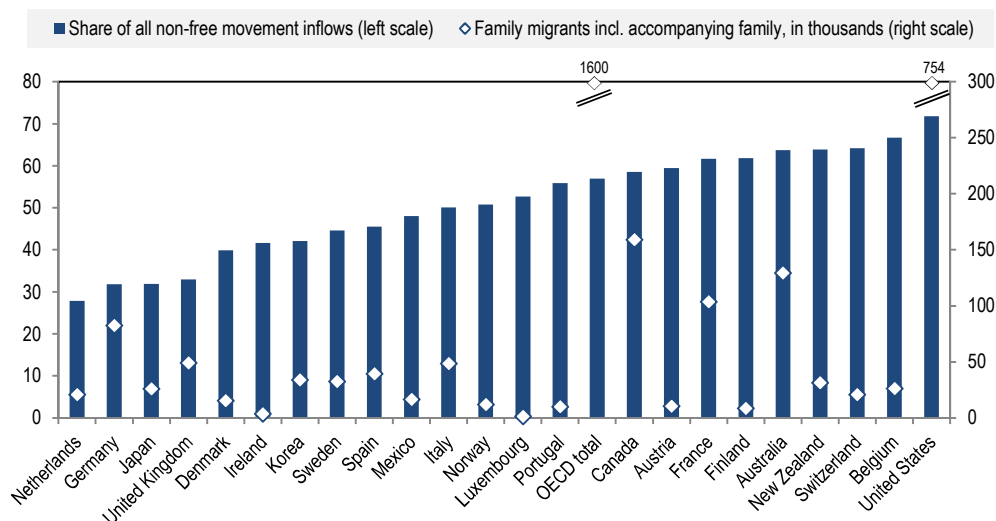
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Introduction

Why is the integration of family migrants an important issue?

Joining or accompanying a family member is the single most important motive for migration in OECD countries. Together, in 2015, family migrants accounted for almost 40% of all permanent entries into OECD countries (OECD, 2017a).¹ In addition, in Europe, about 30% of intra-European movements are estimated to be associated with family reasons – around 400 000 people in 2015 alone. Family migration includes very different types of migrants such as persons marrying a resident national or foreigner and joining him or her in the host country (that is, family formation), families joining a migrant who had immigrated earlier (that is, family reunification) and family members accompanying a newly admitted economic migrant, student or refugee (see Box 1). The vast majority are women and children, which means that family migration has an important gender dimension.

Family migrants tend to face more integration challenges and have usually less favourable outcomes than economic migrants, who are selected according to their prospects for integration in the labour market. They also often do not arrive with a job at hand. For those who are women, many come from countries where employment is not common among those who have a family. To overcome these and other difficulties linked to limited proficiency in the host-country language and other skills gaps, lack of knowledge about the host country's labour market, or issues related to childcare, many family migrants need integration and other support services, such as interpretation services, counselling, and provisions for disabilities. Yet, not all family migrants participate in integration activities. Part of the reason is that family migrants are often not dependent on social benefits, as sufficient income by the principal applicant is often a pre-condition for admission. Therefore, they may not be on the radar of integration services that are targeted at those who are benefit-dependent.

Figure 1. Inflows of family migrants into OECD countries, 2015

Note: Only permanent migration inflows are included, excluding free mobility.

Source: OECD International Migration Database, <http://dx.doi.org/10.1787/data-00342-en>.

Given the magnitude of family flows and the issues they face, it is important to ensure that this key group has access to adequate integration services, enabling those in need to become active members of their host country's society and labour market. This is even more important since family migrants tend to have a higher likelihood to stay in the host country than most other migrant groups. Evidence suggests that better integration of family migrants will also have strong bearings on the outcomes of their children, particularly when the parents are low-educated and lack basic skills.

Box 1. Who is a family migrant? Definitions and classifications

Family migration is a term which covers many different kinds of family relationships and corresponds to different categories of admission. In all cases, family migration depends on a relationship with a sponsor (or principal applicant) with rights to residence in the destination country. The principal relationships recognised and addressed by family migration are spouses and in some countries partners, minor-age children, and parents, although other relatives (siblings, grandparents, adult children and, if married, their spouses, etc.) may also be considered.

The primary channels of family migration are family formation, accompanying family, family reunification, and adoption.

- **Family formation** occurs where a resident national or foreigner marries a foreigner and sponsors that individual for admission or status change.¹
- **Accompanying family** refers to family members admitted together with the principal or main applicant.
- **Family reunification** refers to family members who migrate after the arrival of a principal migrant who sponsors their admission. The family ties predate the arrival of the principal migrant.
- **International adoption** refers to the adoption by a resident national or foreigner of a child of foreign nationality resident abroad.

These categories do not always correspond to legal grounds, and are not always reflected in statistics. For example, the distinction in statistics between accompanying family migration and family reunification may not be absolute, as it could be defined on temporal grounds (arriving simultaneously) or legal grounds (a sponsor status may automatically grant authorisation for family members).

Further, in some OECD countries, dozens of subcategories of family migrants are identified in legislation and statistics, while other OECD countries do not distinguish between different types of family migrants or channels of family migration. Some countries distinguish between accompanying and reunifying family members, while others do not record whether the family member entered at the same time or subsequent to the sponsor. The United States, for example, records more than 175 separate grounds for admission of permanent family immigrants, depending on the relationship and on the legal grounds of the sponsor.

Finally, family migrants may enter under other categories. Family members of refugees, for example, may be admitted as refugees themselves. Another example of a migration channel that frequently masks family migration is free movement, such as that within the EU/EFTA area for nationals of these countries.² In fact, about 50% of EU/EFTA nationals living in other EU/EFTA countries in 2014 declared that family relationships were the main reason they migrated (European Labour Force Survey Ad-Hoc Module, 2014).

1. In some countries the definition of family formation is broader and covers newly created family ties more generally.

2. Although free mobility flows include many family migrants, this publication focuses on family migration flows from non-free mobility areas.

Family migration flows are very diverse

Family migration flows are very diverse: crossing all ages from the new-born to the very aged, family migrants can be of different skills levels and from all countries. This diversity distinguishes family migration from other migration channels: free movement and refugee migration involve migrants from a limited range of origin countries, while labour migrants and international students are drawn from a limited range of age groups and skill profiles.

The education level of family migrants tends to mirror that of their sponsors. This is particularly true among adult accompanying family migrants and spouses of native-born persons, of whom 60% had the same education level as their sponsor in European OECD countries in 2014.

Although minor children under 15 years of age represent often only a minority of the family migration flows, their share among family migrants varies widely, from below 10% in Australia to almost 60% in Canada. Family migration of minors poses specific integration challenges, which vary notably with the age at which children enter the host country, the education they have received in their origin country and whether or not they speak the host-country language. While this publication focuses on the integration of adult family migrants, issues related to the integration of youth with a migrant background are discussed in detail in a forthcoming edition of this series (see OECD, forthcoming a).

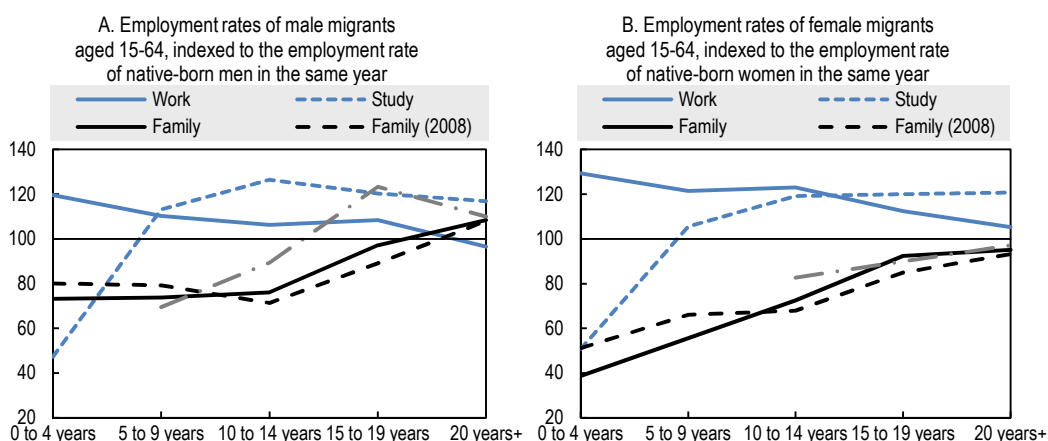
Family migrants often have low employment outcomes

The empirical literature on the labour market outcomes of family migrants is limited. The few available studies show that the outcomes of family migrants are less favourable than those of labour migrants (e.g. OECD, 2017a, Cangiano, 2012; Australian Government, 2011; Xue, 2008). However, important differences exist across family migrant categories. Evidence from Canada, for example, suggests that migrant women who arrived as spouses of economic principal migrants have higher employment levels and earnings after arrival than those who arrived in the family class, partly driven by their higher levels of education and knowledge of official languages at landing (Bonikowska and Hou, 2017; Sweetman and Warman, 2010). Differences also exist within categories. Evidence from European OECD countries suggests, not surprisingly, that partners of highly skilled labour migrants have considerably higher employment rates than partners of other labour migrants (European Labour Force Survey Ad-Hoc Module, 2014).

In general, the outcomes of family migrants improve over time – albeit very slowly. Evidence from a special module in the 2014 European Union Labour Force Survey

suggests that among those who arrived less than five years ago, only 31% of family migrants are employed. For those with ten years of residence, this percentage reaches a mere 46%, a figure that is below the average of humanitarian migrants (OECD/EU, 2016).² As Figure 2 illustrates, the initial gap is particularly pronounced for female family migrants.

Figure 2. Migrants' labour market outcomes by migration category and years of residence in the host country, European OECD countries, 2014



Source: OECD (2017), "A portrait of family migration in OECD countries", *International Migration Outlook 2017*, OECD Publishing, Paris, http://dx.doi.org/10.1787/migr_outlook-2017-en.

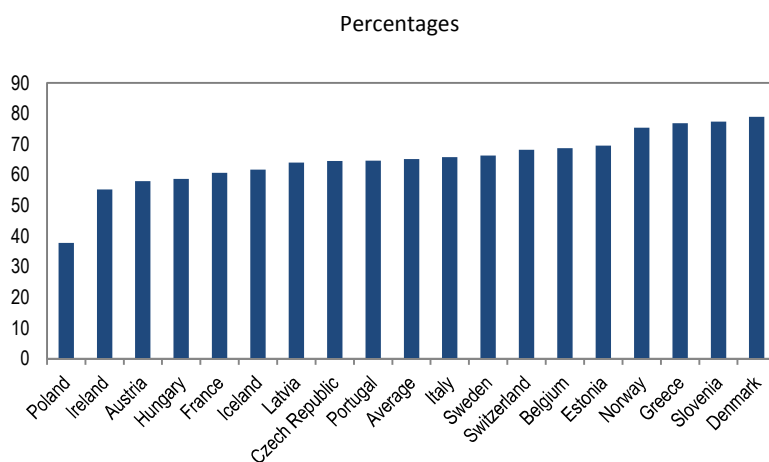
Family migration has an important gender dimension

Much of this is linked to the prevalence of women among family migrants. Indeed, women are overrepresented among family migrants virtually everywhere. Across the OECD countries for which data is available, two out of three adult family migrants are women. The share of women is highest in Denmark, Slovenia, Greece and Norway, where they comprise more than 75% of adult family migrants (see Figure 3).

Female family migrants are frequently mothers and face difficulties combining integration activities or employment with childcare since women – both native- and foreign-born – are less likely to participate in the labour market if they have children. For men, on the other hand, surveys suggest that the rates do not differ significantly whether they have children or not, and in the case of family reunification migrants, men are even more likely to participate if they have children. Family migrants also include many young adults as well as older persons,

both of whom tend to have lower employment rates than persons of prime working age – also among natives. If the principal migrant is a labour migrant, family migrants might also be less compelled to seek their own income from employment compared with other migrants, who cannot rely on a steady spousal income. Moreover, gender roles and female labour participation rates in origin countries may play a role as many family migrants come from countries, where female employment rates are very low (Antecol, 2000; Blau et al., 2008; Frank and Hou, 2015). Family migrants tend to have lower educational attainment than other migrant categories, although evidence from various OECD countries suggests that the level has improved over recent years. Family migrants also declare to have lower knowledge of the host country language than labour migrants (OECD, 2017a). Tackling these issues will require addressing many different barriers.

Figure 3. Share of women among adult family migrants in selected OECD countries, by host country, 2015



Source: Data from Eurostat.

The purpose of this publication

Against the backdrop highlighted above, this publication takes stock of OECD countries' experiences in the integration of family migrants and presents eight lessons and various examples of good practice to highlight ways in which policy-makers can tackle key barriers and support the lasting integration of family migrants. The focus is on encouraging early arrival, on pre- and post-arrival reach out, and on ensuring effective access to integration measures and employment options that are compatible with caretaking responsibilities.

Lesson 1

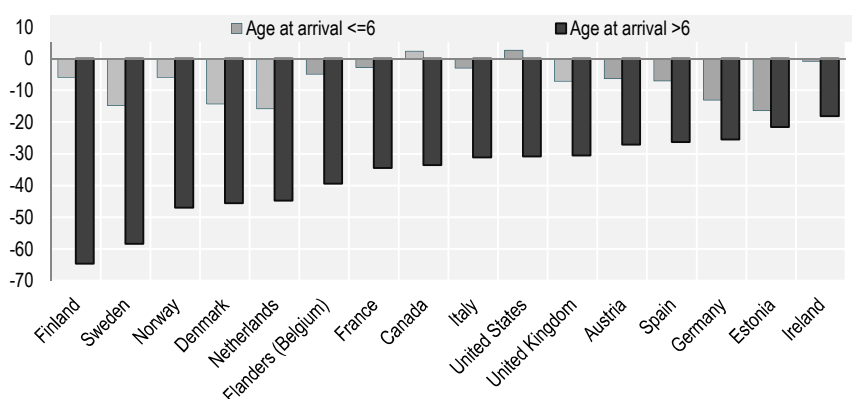
Encourage early arrival for families with young children

WHAT and WHY? The age at which migrants arrive in the host country has an important impact on their integration prospects. The earlier children enter the host country's school system, the higher their prospects of success. Evidence from a number of OECD countries

suggests that early exposure to the host country's education system helps mitigating the effect of parents' lack of host country language proficiency (OECD, 2014; and Hou and Bonikowska, 2016). Indeed, persons who arrived before school age, generally have only small if any skills gaps vis-à-vis the native-born. By contrast, those who arrive past school age perform significantly worse in nearly all OECD countries (see Figure 4).

Figure 4. Differences in literacy proficiency between immigrants and natives, by age at arrival, 2012

PIAAC Score point difference in literacy proficiency between migrants and natives, by age at arrival



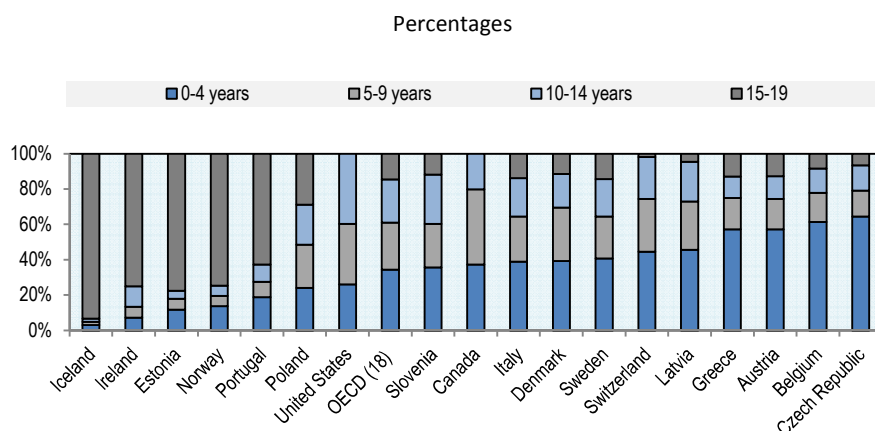
Source: OECD (2016), *Working Together: Skills and Labour Market Integration of Immigrants and their Children in Sweden*, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264257382-en>.

Given the benefits of an early arrival, encouraging timely family reunification and accelerating procedures for eligible families with young children would seem to lead to better outcomes. OECD countries might thus weigh certain restrictions for the admission of family migrants against the opportunity cost of fostering integration prospects. For example, while it is important to ensure that migrants have the means to support and accommodate their family members in the host country, it is also critical to ensure that conditions for family reunification do not delay the arrival of young children.

WHO? Estimations from the European Labour Force Survey (2002-2011) and the American Community Survey (2010) suggest that three out of four children who reunite with their parents arrive in the host country more than three years after the entry of their sponsor. In the United States, the share is even higher (84%). Moreover, in Europe the share of those arriving more than three years after their sponsor has increased in recent years, particularly in Southern Europe.

Nonetheless, most child migrants arriving in OECD countries for family reasons are relatively young. Across those countries for which data is available, 35% arrive below the age of 4 and only about one in six between the age of 10 and 14. However, there is some variation across countries. In the Czech Republic and Belgium, for instance, almost two thirds of the minor family migrants arrive under 4 years of age, whereas this is the case for a quarter or less Ireland, Norway, Portugal and the United States (Figure 5).

Figure 5. Flows of family migrant children by age at arrival and host country, 2015



Note: Figures by age group for European OECD countries include children with residence permit for reasons other than family, employment, education and asylum. Figures for the United States and Canada include all categories except refugees and do not include data on family migrants aged 15-19.

Source: National sources and Eurostat Residence Permit Data Collection; OECD (2017), "A portrait of family migration in OECD countries", *International Migration Outlook 2017*, OECD Publishing, Paris, http://dx.doi.org/10.1787/migr_outlook-2017-en.

HOW? Countries have a range of legal and administrative tools at their disposal to influence the time at which family members arrive in the host country. Conditions can be set in a way to assist or hamper the early arrival of young children. Possible ways to encourage early arrival could include:

- allowing young children to accompany their first migrating parent upon admission
- setting explicit incentives for an early arrival of families with young children, such as granting more favourable permit types or lowering visa application fees
- shortening administrative procedures or easing certain requirements for family reunification, especially in the case of young children
- informing sponsors about possibilities to reunite with their families.

The most favourable provision from an integration perspective is accompanying family migration, which means that migrants can bring their immediate family members with them when they first enter the host country. To avoid a burden on the public purse, this option is often tied to the condition that the principal applicant has the means to support and accommodate his family members in the host country.

Provisions for accompanying family migration are well-established for permanent labour migrants in the non-European OECD countries with selective migration systems. Here the option to bring immediate family members at initial admission exists for most permanent and some temporary migrant categories. Recently, various European OECD countries have followed suit and introduced similar provisions for accompanying family members as an incentive to attract skilled workers (OECD, 2016c).

Where young children are not admitted simultaneously with their sponsors they should have a possibility to join them as soon as their migrated parent has decent housing and a consolidated income to support his family. However, and except if the sponsor is a citizen – in which case he or she may sponsor spouses and minor children without restrictions in most OECD countries – the right to reunite with close family members is usually subject to a number of conditions, including residency requirements for sponsors and minimum age limits for spouses, as well as integration or language criteria for spouses and children (see Table A1 in the annex).³ Unless set flexibly, these conditions can delay the arrival of young children.

Residency requirements for sponsors are among the criteria that can affect the timing of arrival most directly. The logic behind them is usually two-fold: Requiring a sponsor to have resided in the host country for a given period of time before allowing him or her to bring family members enables countries to restrict the right to family reunification to sponsors with a proven intention to stay and exclude those who leave again after a short period of time. At the same time, residency requirements provide countries with a longer time period to monitor whether sponsors manage to live up to their maintenance requirements and can support

their family members beyond an initial time period. As such, there are valid arguments for residency requirements. However, the required residency periods should not be excessively long. To avoid delaying reunification, many OECD countries have lifted residency requirements for sponsors with a permanent-type residence permit. For sponsors on a temporary permit with no prospect of permanent residence the issue is obviously more complex and restrictions are frequently in place. In the European OECD countries covered by the EU Family Reunification Directive, the maximum residence period required before foreigners may sponsor family members is set to 2 years, although most EU countries impose shorter residence requirements, if at all (see Table A1 in the annex).

Pre-arrival language tests and other integration requirements that family members have to fulfil prior to arrival can also influence the timing of arrival (see Table A1). The rationale behind such requirements is that integration is easier if family members already speak the host-country language and are familiar with its society when they first arrive. Moreover, for host countries, it is usually less expensive to organise language training in origin countries than to provide it on their own territory. Evaluations of the German and Dutch pre-entry language test requirement suggest that the evidence on the impact on long-term integration prospects in the host country is mixed. While Büttner and Sticks (2013) document that family migrants arriving in Germany after the introduction of a pre-arrival language requirement in 2007 declared to have considerably stronger German language abilities than those arriving before, in the Netherlands, participation in a pre-entry test was found to have only a moderate effect on integration prospects (De Hart et al., 2012; and Scholten et al., 2011). To date, still relatively few countries offer language courses abroad and private providers can charge considerable fees, making it difficult to acquire the level required for admission (see Lesson 2). In addition, migrants in rural areas may find it difficult to access adequate learning options in their immediate surrounding and, as a consequence, face significant monetary barriers related to transportation and childcare costs. Distance learning options can be a cost-efficient solution in such cases. However, internet access, while gradually becoming more widely available, may not be sufficiently stable everywhere to ensure an effective learning trajectory. Hence, in a number of cases, pre-arrival integration requirements can constitute a serious obstacle to family migration. In line with this, data from Germany and the Netherlands reveal a significant and sudden drop in the number of visa applications after the introduction of pre-entry tests for family migrants (Strik et al., 2013). Seven years after its introduction, Germany reports that 30% of spouses fail the test and, as a result, find their application for family reunification (initially) rejected (German Parliament, 2016). Breaking down the pass rates of the pre-entry test

according to age, education level, nationality and gender, Dutch statistics reveal that low educated family members fail the test more frequently than middle or high educated, with illiterate migrants and those originating from countries that use another alphabet being most affected (De Hart et al., 2012).

The decision whether or not to ask family migrants to fulfil certain integration requirements is for each country to take. However, where such requirements are obligatory and need to be fulfilled prior to arrival it is important to ensure that they do not delay the arrival of the family migrant in the host country. Thus, where integration requirements cannot be completed during the waiting period that is required for the visa processing, there should be a possibility to complete them within a fixed period *after* arrival in the host country. Such post-arrival integration benchmarks avoid the delays associated with pre-entry language requirements, while ensuring that family members rapidly reach a minimum level in the host country (see also Table 2e in Lesson 3 for an overview of mandatory integration tests in OECD countries). Denmark, for example, requires family migrants to pass an integration test within six months after being granted a residence permit. France recently abandoned the obligation for prospective family migrants to pass a language test prior to arrival. Instead, family migrants with an insufficient level of French must now attend a language course after arrival in France. Another example is New Zealand, where family members are usually expected to prove a minimum standard of English. Those with insufficient language skills can pre-purchase an English course to complete after arrival in New Zealand.⁴ Australia charges a one-time fee on family migrants who do not speak the language.

Acknowledging the detrimental effects of a late arrival for young children, some countries set explicit incentives for early family-reunification with children. Switzerland, for example, encourages early reunification with children, by issuing a more favourable residence permit to younger children: children under 12 years of age of nationals or of foreigners with a settlement permit receive a permanent residence permit, while those above 12 years of age only receive a temporary permit or the same status as their parents. In addition, children above 12 years of age must reunite within 12 months after the arrival of their sponsor, while the time limit to bring children under 12 years of age is 5 years. Denmark goes a step further and imposes a maximum age for family reunification with minor children: Children can only reunite up to 15 years of age, while reunification with children between 15 and 18 years of age is only possible in special circumstances.

In addition, a number of countries lift requirements for family reunification with minor children so as to make it easier for sponsors to bring them in early. Several countries, for example, charge significantly lower visa or permit application fees, or

waive them entirely as in Greece⁵ and Norway. In countries where there is a minimum residence requirement for certain types of sponsors, these can be lifted in the presence of minor children – as for example in the Czech Republic and Germany. Sweden even waives the accommodation requirement for reunification with minor children, provided that the sponsor has a right to family reunification and that the application for family reunification is received within three months after the sponsor has been granted a residence permit. Language tests and other integration requirements are also usually lifted for young children. In the European OECD countries, this has been encouraged by the Directive on the right to family reunification, according to which countries may require exclusively third country nationals from the age of twelve to comply with integration measures. Some national schemes are more favourable, as for example in Germany and Italy, where child migrants up to the age of 16 and 14 respectively are exempted from the language requirement.⁶

Even where legal requirements are set so as to encourage early arrival, long processing times and backlogs may cause significant delays in family reunification. Indeed, while average processing times for family migrants can be relatively quick in some countries (e.g. two months in Denmark and Spain) they can extend to several years in countries like Canada or the United States. To speed up administrative procedures, countries can introduce legal time limits (as in Denmark) or set targets for the processing of family visa applications (as in Ireland). For example Norway has shorter average processing times for reunification with minor children than for reunification with spouses or other family migrants and Australia has recently abandoned waiting times for processing child visa as it is moving child visa from its managed family migration programme to a demand-driven model. Ideally, consular services abroad time admission for minors so as to ensure that they arrive before the school year starts.

Finally, where delays result from the fact that sponsors are not aware of the possibility to reunite with their family or do not know which steps to take, it is important to provide them with adequate information about the options to reunite with their family (see Lesson 3).

Lesson 2

Support families abroad to prepare their move and job search

WHAT and WHY? The integration process is a continuum that ideally begins well before the actual move to the host country, namely whilst family members are preparing their migration and wait for their visa. Gathering, translating and submitting the documents required for family reunification or formation can be time

consuming. Once the application is submitted, authorities frequently require several months to process applications and issue the visa that allows family migrants to join their family members in the destination country. Ideally, this period is kept to a minimum so as to not delay the arrival in the host country (see also Lesson 1). However, where processing times are long, prospective family migrants can use this time period to familiarise themselves with the language and culture of their host country, have their qualifications assessed and possibly recognised, and learn about the labour market, the education system and administrative procedures in the host country. So-called pre-departure orientation and language training serve this purpose and have been implemented in several origin countries. An evaluation of Canada's Overseas Orientation Initiative finds, for example, that migrants in Canada, who have participated in pre-departure orientation, are more likely to access services after arrival in Canada than those who did not (Chindea, 2015).

WHO? Pre-departure information and support is frequently limited to the context of refugee resettlement, where it has been found to help refugees that are awaiting resettlement develop more realistic expectations and a clearer picture of their integration options upon arrival (Chindea, 2015). But pre-arrival services can also benefit other migrant groups, including in particular family migrants, who have applied for family reunification or family formation and are waiting to join the principal migrant in the host-country. In fact, family migrants might find pre-departure orientation particularly useful because, in contrast to refugees and labour migrants, they rarely have a structured integration programme (as in the case of refugees) or a job offer (as in the case of most labour migrants) waiting for them in the host country. In the case of family members of refugees, providing information about legal migration pathways may also be crucial to protect the safety of the migrant.

HOW? Assisting family migrants prior to departure can include multiple forms of support:

- providing information about life in the new country, either in the form of non-electronic information material, face-to-face support, or via online portals
- assisting in the development of language, vocational and job-search skills

- identifying integration needs and goals and creating a personalised integration/settlement plan, including referrals to the relevant services
- initiating the process of recognition of qualifications and, in some cases, matching interested job-seekers with employers in the host country.

Informing prospective family migrants about life in the host country is the most basic type of pre-departure support and comes at a relatively low cost. Studies have shown that migrants rely primarily on their own social networks (such as family or community groups) for information before they migrate (Chindea, 2015). Such information is frequently incomplete, wrong or outdated. To ensure that migrants receive adequate information about educational and employment opportunities, administrative procedures and rights and obligations in the host country, several countries, including Austria and Germany, distribute information material via their consular networks or other channels. Through service providers, Canada distributes pre-arrival information material to over 60 countries, as well as through overseas missions, which provide online links on settlement information and services (see Table 1).

Information material is ideally complemented by face-to-face support, which typically takes the form of information sessions. Cross-cultural mediators, who speak the same language as the prospective migrants but have lived, worked and/or studied in the country of destination, can create a trusting atmosphere during such pre-departure seminars or counselling sessions. Information sessions are currently organised in selected origin countries by Austria, Canada, Germany, Hungary, Italy, Korea, Portugal and the Slovak Republic (see Box 2). Australia, Denmark, Norway and the United States also provide pre-departure information sessions but generally limit them to humanitarian migrants and their families (see Table 1).

Online pre-departure information platforms are a cost-efficient complement to face-to-face support. They are widely accessible, can be easily updated and are now available in major immigrant languages for most destination countries in the OECD, although rarely targeted at family migrants. Countries like Canada, the United Kingdom and the United States have published digital orientation brochures for prospective migrants (Canada's publication, "Welcome to Canada – What you should know", is a full guidebook; "Preparing for life in the UK" and "Welcome to the United States"). New Zealand runs several online information platforms, including "NZ Ready", a planning tool that creates personalised task lists to guide prospective migrants and their families through the pre-departure stage, or "New Zealand Now", a comprehensive online one-stop-shop for prospective migrants, which contains a specific section on partners of visa applicants. Canada has developed the "Living in Canada" online tool that helps newcomers to develop basic settlement plans, which

outline recommended steps in adjusting to life in Canada, and it is also an active use of social media platforms (Facebook, Youtube, LinkedIn) to provide newcomers with settlement information before they arrive. The Czech Republic complements its brochure “Next stop the Czech Republic” with an informative orientation video and Germany runs a free telephone hotline for prospective migrants to help them answer specific questions about possibilities to live and work in Germany.

For family migrants with a reasonable perspective to stay in the host country, pre-departure services can already include an element of skills development. Language courses are the most common form of pre-departure training and currently offered by several countries including France, Germany, Hungary, Italy, Korea and the United Kingdom. Some countries provide free online language learning options. Examples are the website “Deutsche Welle”⁷ in Germany, “Mein Sprachportal” in Austria, “Il grande portale della lingua Italiana” in Italy, “Egy csipet Magyarország” in Hungary or “USA Learns” in the United States (see Table 1). The Netherlands provide prospective family migrants with a comprehensive self-learning package to learn the Dutch language and prepare them for the mandatory Basic Civic Integration Examination abroad (see Box 2).

Apart from language courses, pre-departure skills development can focus on providing family migrants with a better understanding of the labour market and job opportunities in the destination country. An example is Canada, which offers prospective family migrants the possibility to design a personal action plan with a job counsellor and further job preparation support tools in the framework of its Overseas Orientation Initiatives (see Box 2). Other employment-related pre-departure support, such as vocational training, job matching tools and options to have foreign qualifications recognised exist in some countries but are usually targeted at labour migrants, rather than family migrants (see for example OECD (2017c) for an overview on prior to arrival recognition of foreign qualifications). Nevertheless, skilled spouses may find these options equally useful and should, where relevant, be referred to them.

It is also important to ensure coherence between pre-departure support and post-arrival measures to guarantee continuity in the integration pathway. Ideally, potential information and training needs are identified prior to departure and then treated in more depth after arrival in the host country. For example, training curricula used for pre-departure language courses should be linked to those of post-arrival language training. Where relevant and appropriate, information about participation in pre-departure support and the progress made could be documented and communicated to the respective institutions in the host country in order to ensure a continuous integration path.

Box 2. Pre-arrival support for family migrants in OECD countries

Since 2013/14, the **Austrian** embassies in Ankara and Belgrade are staffed with special integration representatives who hold specific orientation modules that inform prospective family migrants, among other things, about the importance of learning the German language, their rights and obligations, the Austrian job market and the values of the Austrian society. Participants also receive contact details of service centres closest to their future home in Austria for information upon arrival.

Canada has a long experience in providing pre-departure support to prospective immigrants through various programmes and in major origin countries. Canada has funded the delivery of pre-arrival services since 1998. In 2015, Canada's pre-arrival services were expanded, to provide more comprehensive and tailored in-person and online pre-arrival orientation and supports. This includes more employment related supports to help newcomers prepare to enter the Canadian labour market, including connecting them to employers, and help with preparing for certification and licensure before they arrive in Canada. Examples of types of services include:

- General information sessions, one-on-one and family needs assessments and referrals (and development of settlement plan), employment related services (job readiness: resume building, job search, interview skills, soft skills, connection to employers, preparing for certification and licensure, etc.)
- The most long-standing programme is the Canadian Orientation Abroad (COA), which provides practical information about living in Canada to approximately 13 000 prospective migrants annually since 1998. COA is implemented by the International Organisation for Migration (IOM) and done in 14 permanent sites, four satellite sites, and various mobile training missions across the world. COA serves both refugees and economic/family class immigrants. However, support services are only provided for group orientation sessions for refugees. The objective is to help participants develop realistic expectations about settlement in Canada and to acquire the skills required to successfully adapt to the future host country. Training hours, methods, and materials reflect the varied needs and circumstances of participants, including non- or less-literate participants, persons with visual or hearing impairments as well as women, youth, or elderly audiences. To encourage participation of mothers and other hard-to reach groups, COA provides child care, meals and refreshments and reimburses transportation costs to and from a session.
- The Canadian Immigrant Integration Program (CIIP), which is run by the association of Colleges and Institutes Canada (CICan), organises free one-day pre-departure labour market integration sessions for economic migrants, their spouses and adult dependants. Launched as a pilot project in 2007, CIIP offices are now located in the most important origin countries of migration to Canada – China, India and the Philippines – as well as in other locations around the world via mobile teams. Participants receive materials and referrals for support services in Canada. A one-hour one-on-one session with a job counsellor leads to a personal action plan. Participants are also referred to web-based tools such as a preliminary online qualification assessment, sector-specific presentations and assessment tools, live online mentoring and employer/job-preparation workshops.

Box 2. Pre-arrival support for family migrants in OECD countries (*cont.*)

- Recently, IOM and CICan joined forces and together developed the new initiative “Planning for Canada”. Launched in 2015, “Planning for Canada” supports individuals and families prior to departure in finding work in Canada that reflects their skills and education, and assists them in making informed settlement decisions. Services are provided free and include a one full-day group orientation session, individualised planning sessions, referrals to a network of 55 Canadian partner organisations and access to specialised online information sessions and workshops. The programme is provided in-person in 11 countries, with the capacity to deliver online services worldwide in English and French.
- In 2009, the Canadian province of Quebec has introduced a financial incentive to complete a French course prior to departure. Family members who obtain a Quebec Selection Certificate (CSQ) and then complete a French language course abroad are reimbursed for up to CAD 1 500 of the course costs.

France previously required working-age family migrants without any knowledge of the French language and its civic values to attend a free language course of a maximum of two months (180 hours) and/or a half-day of civic orientation before travelling to France. The courses were organised by local offices of the French Immigration and Integration Office and other bodies. Family members could be exempted from participation for reasons of physical insecurity, disability, and financial or professional obstacles. Depending on the participants’ results in the pre-departure training, they could be obliged to take an additional language course in France. The scheme was abolished recently as courses were judged to be little effective, expensive and unequal across origin countries. Pre-departure language training continues to exist, but participation is voluntary and participants must now pay for it themselves.

The **Netherlands** provide prospective family migrants with a comprehensive online self-learning package to help them pass the mandatory Basic Civic Integration Examination Abroad. The package is available in 18 languages and includes the possibility for individual coaching. Candidates communicate with their teacher over the Internet, via skype or in a virtual classroom, by phone or, if necessary, by mail. In addition, between 2013 and 2015, the Dutch Ministry of Social Affairs and Employment funded together with the European Social Fund customised voluntary free, four-day pre-departure trainings for family members in major origin countries. Trainings were held by local trainers and provided prospective family migrants with information about Dutch history, politics and geography, the Dutch education and health system, Dutch laws and cultural differences.

In **Korea**, where many native men marry foreign spouses, the “International Marriage Guidance Program” informs the foreign spouses of Koreans in major origin countries, such as Vietnam, in a one-day orientation meeting about their future life in Korea and provides them with information about laws and social services for migrant women in Korea. Online Korean language support programmes are available to help international marriage migrants prepare for the Korean language test, which is obligatory for foreign spouses. Korean men who are considering or entering an international marriage are informed about the rights of their foreign spouse. Participation is encouraged by faster processing times for foreign spouse visa applications.

Box 2. Pre-arrival support for family migrants in OECD countries (*cont.*)

The **United Kingdom** developed a specific pre-departure orientation programme to prepare prospective female family migrants in Bangladesh for life in the United Kingdom. The programme, which was implemented between 2012 and 2014, organised bilingual topic-based workshops, was run by local secondary school English teachers in Bangladesh and bilingual UK volunteers. The project resulted in a brochure “Preparing for Life in the UK”, which is available online.

Pre-departure support can also be organised by origin countries themselves. An example is the **Philippines**. The country obliges emigrants who are to settle abroad to attend a two-hour pre-departure orientation seminar about settlement issues including job search, rights and obligations and naturalisation in the destination country. Minor dependants aged 13-19 are required to attend a Peer Counselling Programme to facilitate their adjustment to the new country, while spouses and partners of foreign nationals or former Filipinos must attend a Guidance and Counselling Programme informing about intermarriage, rights and obligations and available support networks overseas.

Table 1. Pre-departure services for family migrants coming to OECD countries, 2017

	E-learning language training	Fully or partially subsidised language courses (other than e-learning)	Information sessions	Distribution of non-electronic information material
Australia	No	No	No (except for family members of refugees)	No (but information booklets are available online)
Austria	Yes (but not exclusively for family migrants)	No	Yes (in Turkey and Serbia)	Yes (specific learning material in Turkey and Serbia and information folders with contact details of integration information services in Austria at embassies in other countries)
Belgium	No	No	No	No
Canada	No (but some provinces have developed online training and there is an online self-assessment language test and a Language Training for Canada video on the IRCC website and on YouTube)	No (but Manitoba offers pre-arrival training for provincial nominees and Quebec reimburses costs for language courses abroad)	Yes	Yes
Chile	No	No	No	No

Table 1. Pre-departure services for family migrants coming to OECD countries, 2017 (cont.)

	E-learning language training	Fully or partially subsidised language courses (other than e-learning)	Information sessions	Distribution of non-electronic information material
Czech Republic	No	No	No	Yes (mainly in Ukraine, the Russian Federation and Vietnam)
Denmark		No (except for quota refugees)	No (except for quota refugees)	Yes (except for quota refugees)
Estonia	Yes (free online-learning tool: www.keeleklikk.ee)	No	No (except resettled refugees)	No (except resettled refugees)
Finland	No	No	No	No
France	No	Yes (but at the expense of the migrant)	No	No
Germany	Yes	Yes	Yes (not systematic)	Yes
Greece	No	Yes (but not specifically designed for family migrants)	Yes (but not specifically designed for family migrants)	Yes
Hungary	Yes	Yes (in Serbia)	Yes (in Serbia)	Yes (in Serbia)
Ireland	No	No	No	No
Israel	No	No	No	No
Italy	No (but previous projects, e.g. in Morocco)	Yes (in specific pre-arrival programmes required by law)	Yes (in specific pre-arrival programmes required by law)	No
Japan	No	No	No	No
Korea	Yes (but not exclusively targeted at family migrants: http://www.sejonghakdang.org/sjcu/home/intro.do)	Yes (through the King Sejong Institutes but not exclusively targeted at family migrants)	Yes (in Vietnam and in the Philippines)	Yes
Latvia	No	No	No	No
Lithuania	No	No	No	No
Luxembourg	No	No	No	No
Mexico	No	No	No	No

Table 1. Pre-departure services for family migrants coming to OECD countries, 2017 (cont.)

	E-learning language training	Fully or partially subsidised language courses (other than e-learning)	Information sessions	Distribution of non-electronic information material
Netherlands	Yes	No	No (but existed between 2013-2015 in the framework of the CO-Nareis project)	Yes
New Zealand	No	No	Yes (in Pacific Islands)	Yes (in Pacific Islands)
Norway	No	No	No (except for refugees selected for resettlement)	No (except for refugees selected for resettlement)
Poland	No	No	No	No
Portugal	Yes	No	Yes (in Cape Verde)	Yes (in Cape Verde)
Slovak Republic	No	No	Yes	Yes
Slovenia	No	No	No	No
Spain	No	No	No	No
Sweden	No	No	No	Yes (but not systematically, varies across embassies)
Switzerland	No	No	No	No
Turkey	No	No	No	No
United Kingdom		Yes	(past project in Bangladesh)	
United States	Yes	No	No (except for refugees)	No (except for refugees)

Note: “n.a.” = information not available; “/” = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Lesson 3

Counsel family migrants upon arrival about the services they need and make sure that they are eligible to access integration measures

WHAT and WHY? When family migrants arrive, they need information about how to build a new life in the host country. Unlike most labour migrants, family migrants rarely have a job lined up for them. They also often do not have a structured integration programme waiting for them – with the exception of family members of refugees in a few countries.

Family migrants are often seen as taken care of by their sponsor. This is due to the fact that in most OECD countries – and unless the sponsor is a refugee or national – family migration is only possible if the sponsor in the host country provides for the living of the family members wishing to join him or her. In other words, immigration rules generally ensure that family migrants are not dependent on benefits, at least not initially. At the same time, many integration measures, including active labour market policy measures, are targeted at persons receiving benefits. As a consequence, family migrants who do not depend on benefits are rarely in the spotlight of integration and activation measures. Where access is dependent on benefit receipt, they may not only be neglected as a target group but formally excluded from such measures all together.

The fact that family migrants rely on their sponsor for basic subsistence and accommodation, at least initially, does not mean that sponsors are always in a position to assist their family members with integration-related needs including learning the host-country language and finding a job or accessing employment services. Especially when they do not speak the host-country language, family migrants often need support to identify adequate language learning options, enroll their children in local schools, access employment services or identify adequate adult learning programmes. To be effective, such information and referral services need to go hand in hand with efforts to ensure that family migrants are formally eligible to the integration measures and active labour market policy tools available to other migrant groups – regardless of their sponsor's migration category and of whether or not they receive benefits.

Finally, even where family migrants are informed about and eligible to integration programmes, participation rates may be low if staying at home is financially more advantageous than engaging in training and employment. This is a particular concern for families with young children in countries where parental childcare is subsidised through cash-for-care programmes. Countries can address this problem by adequate incentive structures which include fine-tuning the mix of tax, benefits and public childcare financing in a way that favours activity over inactivity.

WHO? Counselling about and formal access to general integration measures should extend to any family migrant with a reasonable perspective to stay in the country, regardless of their sponsors' category and of whether they arrived as accompanying family migrants, via family reunification or family formation. Information should also be given to sponsors, ideally prior to the arrival of their family members.

A particular focus should be on spouses who come with little previous education from countries where female employment is rare. Without targeted integration support, they will likely remain inactive, meaning outside the labour force, for good – with adverse effects on the integration prospects of their children.

Educated family migrants, such as the spouses of highly-skilled labour migrants, may also struggle in the labour market. In Norway, for example, the potential of labour migrants' spouses is not fully utilised, especially in the case of spouses of labour migrants from non-EU countries: although two-thirds had university education, less than half were employed in 2012 (OECD, 2014c). In a similar vein, evidence from Canada suggests that female dependants of economic principal migrants – despite performing better than those who arrived in the family class – have lower levels of employment and earning after landing than their spouses, even after accounting for differences in human capital (Bonikowska and Hou, 2017).

HOW? Making sure that family migrants quickly acquire the skills they need to integrate into the host country and its labour market requires countries to address three principal types of barriers:

- ensure that family migrants are formally *eligible* to access existing integration measures
- ensure that newly-arrived family migrants are *informed* about and *directed* towards available integration options in their area
- eliminate negative *incentives* that would discourage family migrants to use available integration offers and take up a job.

The extent to which family migrants are formally entitled to integration support varies along several dimensions. Language training, the principal component of most integration programmes, is available for most types of family migrants in the vast majority of OECD countries. Sometimes, however, eligibility requires that additional criteria are fulfilled, including for example a minimum length of residence in the host country or holding a permanent-type residence permit. In some countries, access may also be prioritised or depend on financial resources (see Table 2a). Civic integration courses about the receiving society's history, institutions and values are offered to family migrants in almost two thirds of OECD countries, often in combination with language training. In some cases, they are limited to families of

specific sponsor categories, such as humanitarian migrants in Australia and the United States (see Table 2b). Many countries also grant access to active labour market policy measures, although eligibility can be conditional on certain characteristics, such as having a work permit or being registered as unemployed. Access to active labour market policies is less common for family members of temporary labour migrants (see Table 2c). As a complement to mainstream integration support, some countries provide targeted measures for low-educated family migrants (see Box 3a).

Box 3a. Targeted integration and unemployment support for low-educated migrant women in Norway and Australia

In addition to mainstream integration and employment support, a few countries have developed specific low-threshold options directly or indirectly targeted at low-educated female family migrants.

An example is the **Norwegian municipality Levanger**, where local authorities, employers and the public employment service (NAV) have worked with the adult teaching centre to run a pilot scheme that assists low-educated migrant women in obtaining a qualification and accessing regular work. Between 2014 and 2016, the “Levanger Arena Work” scheme helped 24 participants to obtain a qualification and subsequently eased their entry into lower-skilled occupations in health, cleaning, kindergarten and gastronomy, following an intensive six-step model. The curriculum was developed jointly with professionals from the relevant sectors. Participants were divided in small groups and attended preparatory training before moving into employment. At first they were closely supervised. Then, accompanied by a mentor, migrants were given greater autonomy. The scheme also incorporated an online learning platform.

Australia, too, has developed programmes helping family and other migrant women build new skills and increase their labour market participation. An example is the New Futures Training Program run by the Victorian Cooperative on Children’s Services For ethnic Groups (VICSEG). The programme, which has been successful in increasing labour force participation and employment for women, trains women from non-OECD countries to become certified childcare workers. Besides training towards a childcare certificate, the New Futures Training Program provides pre-employment training to familiarise participants with the Australian labour market, mentoring from community members currently in the childcare sector, and follow-up support in the workplace.

Those who are formally eligible may become aware of these options more or less swiftly, depending on the way that integration support is set up. Important issues in this regard are whether or not integration measures are obligatory and whether or not they are embedded in a structured integration programme.

In countries that require family migrants – or certain categories thereof – to sign an integration contract upon arrival, such as Austria, Belgium, Denmark, France or Italy, referral to integration measures is more or less automatic since participation is

compulsory. Sometimes, family migrants must not only participate but are also expected to reach pre-defined integration goals (see Table 2e for an overview of obligatory integration programmes and tests). The same holds for countries where family migrants do not have to sign a formal contract but where participation in integration courses is nevertheless mandatory, at least for certain groups. This is the case for example in Germany and Norway.

In countries where participation in integration measures is voluntary, there is often no automatic referral. Some of these countries run structured integration programmes, which refer eligible family migrants to the services they require based on an individualised needs assessment. This is the case for example in Scandinavian countries like Sweden, where newly-arrived family migrants can obtain a personal integration plan upon arrival and are then presented with a package of targeted measures, such as language and civic orientation courses, recognition procedures for foreign qualifications, bridging courses, vocational training and work-placement schemes that build on their education and work experience. Whether or not they will benefit from such individualised counselling and referral depends on whether or not they are formally eligible to participate in the full range of available integration measures. While certain basic measures, such as language training or civic orientation courses tend to be accessible for most family migrants, the comprehensive package of individualised measures proposed in the framework of structured integration programmes is often restricted to certain types of family migrants. Sweden, for example, offers the possibility to draw up a personal integration plan only to family members of refugees. Along similar lines, Israel assigns Jewish immigrants and their families to a personal counsellor who helps them develop an individual absorption track that is tailored to their needs and accompanies and assists them throughout their first year of residence, including with job-search support and matching services. In Estonia, the Police and Border Guard Board refers all newly-arrived foreigners, including family migrants, to the Welcoming Programme, which includes a targeted one-day orientation meeting for family migrants that informs about integration-related aspects including schooling and childcare options, employment-related issues, family services and benefits.

Another country with a comprehensive settlement and integration support system is Canada.⁸ Under its Settlement Program, Canada offers programming that supports the settlement and integration of immigrants into Canadian society and economy. Client-centred supports include information and orientation, to help newcomers better understand life in Canada and make informed decisions about their settlement experience; language training to help newcomers attain the English or French proficiency they need to function and participate in all aspects of Canadian

society; employment related services to provide the required assistance to find employment that corresponds with their skills and education; community connections, which help to establish networks and contacts so they are engaged and feel welcomed in their communities; and support services such as on-site child care, crisis counselling, transportation and supports to persons with disabilities. Additional services include non-therapeutic counselling, activities that promote cultural understanding, informal language learning, and linguistic interpretation. In addition, recently-arrived migrant families with school-aged children are targeted through the “Settlement Workers in Schools” (SWIS) programme. SWIS is an outreach program for newcomer students and their families. SWIS workers assist newcomers with their settlement needs and promote culturally-sensitive links between newcomer parents and public institutions. SWIS helps school staff to see the school and its requirements through the eyes of the newcomer and offers training.

The majority of OECD countries also provide information about available services for family migrants online, often in the form of digital guides. An innovative example is the “mobilearn” smartphone application, which provides newly-arrived in the United Kingdom with up-to date and quality assured information about all aspects of integration, including employment, housing, language, education and daily life, in various languages. The app includes a customised 24hours/7day support service, which can be used both to solve immediate problems in everyday situations, and to familiarise with the language, culture and labour market of the host country. Developed in close co-operation with a number of municipalities, the tool includes information from the most important government agencies for new arrivals – including the Office of the Immigration Services, the Migration Advisory Committee, the Advisory Panel on Public Sector Information, and the Government Digital Service. The service is free of charge to immigrants and purchased under a license by municipalities or boroughs (Mobilearn, 2016).

As an alternative or in addition to systematic post-arrival orientation services, counselling and referral initiatives exist on a local and regional level across the OECD. Box 3b presents examples of such initiatives.

How to make sure that family migrants participate in integration measures? A seemingly easy approach, and one that is becoming increasingly common, is to make integration activities compulsory (see Table 2e and above), with non-compliance sanctioned either with the possibly of benefit cuts or with a delayed permanent residence permit. A strong focus on the latter can entail the risk of lack of investment into host-country specific human capital if the residence is perceived as unstable. In contrast, the approach of benefit cuts is not unique to immigrants.

Many mainstream welfare schemes carry the threat of benefit sanctions for refusal to participate and there is no reason to distinguish between immigrants and the native-born in this respect. What can be problematic is that the obligatory nature may be perceived as sending the message that, in the absence of a formal obligation, migrants will not choose to integrate. Under conditions in which immigration issues are sensitive, this message risks comforting if not encouraging certain attitudes which may themselves affect the integration of immigrants as well as their labour market outcomes.

Box 3b. Examples of counselling and referral services for newly-arrived family migrants at the local and regional level

In the **German** federal states of Baden-Württemberg and Berlin, so-called “family visitors” or “welcome visitors” visit families at their homes and inform them about the services available in their neighbourhood. The objective is to motivate parents to use these services, including Early Childhood Education and Care. Visitors work on a full-time paid or part-time voluntary basis and are previously trained and informed about all local social services available for families and children. When needed, they provide information in another language than German. In addition, community interpreters provide interpreting and translation services in various German federal states.

Like several other European countries, **Italy** relies on intercultural and linguistic mediators as a key feature of its local integration programmes. Such mediators often target family migrants, either directly or indirectly. They are often migrants themselves and work to facilitate relations with public bodies, such as schools, hospitals and police. Initially, civil society organisations provided amateur interpretations and assistance in the interface with health, administrative and police services on a voluntary or contract basis. The training of cultural mediators has now been enshrined in law and formalised, although the guidelines are not binding. Training courses for mediators have emerged in all branches of the education system, including in provincial vocational training courses and the university system.

Italy also provides orientation to newly-arrived family and other migrants via local “information counters”. Information counters first appeared in municipalities with large immigrant populations in the 1990s and have since spread to most areas with an immigrant presence, although staff training and hours vary widely. The main focus is on access to services, especially health services and school enrolment for minor children.

Korea runs a network of local Multicultural Family Support Centres, which provide counselling to support family migrants’ early settlement and adjustment to life in Korea. Counselling covers a broad range of topics including residence, finance, employment, language training, child education, child-care, family affairs and domestic violence. Counselling is offered at centres and via home visits in 12 languages with the help of trained translators, themselves former marriage migrants. Further services include a mentoring scheme with college students, self-reliance groups and a skill development programme for marriage migrants. In addition, the Korean Immigration Service operates bimonthly information sessions for newly-arrived marriage migrants in the framework of the “Happy Dream Happy Start Program”.

Box 3b. Examples of counselling and referral services for newly-arrived family migrants at the local and regional level (*cont.*)

In **Portugal**, two large one-stop centres (National Immigrant Support Centres CNAIs) provide a range of free government and advice services under one roof, after migrants have passed through an entrance team, which clarified their needs. Services are open to all categories of immigrants and provided by socio-cultural mediators, usually themselves migrants. Advice is provided on a broad range of topics including social security, employment and working conditions, health services, education and legal issues. The two National Immigrant Support Centres in Lisbon and Porto are reinforced by a network of 80 Local Immigrant Integration Support Centres (CLAIs), which provide local information services and a direct link to the CNAIs. Portugal also operates a hotline for immigrants that provides advice on settlement issues in major origin languages.

At the same time, it is a fact that the integration outcomes of many family migrants who arrived in the past are unsatisfactory. However, their apparent lack of investment into host-country language and other country-specific human capital may not be a consequence of migrants' unwillingness or reluctance to integrate, but rather of ignorance of the possibilities available, of inconvenient offerings (see Lesson 5), or because such investment is not expected to yield a sufficient return. The question is thus not only whether making integration measures obligatory is an effective way of reaching the few immigrants who would not otherwise participate, but whether it may have an adverse effect on the vast majority who would have participated anyway.

In contrast, positive incentives strengthen migrants' motivation to engage in integration measures and look for work. Austria, for example, reimburses family migrants from non-EU/EFTA countries up to 50% of the costs for language training if they reach a certain level of German language skills within the first 18 months of their stay in Austria.⁹ Various OECD countries facilitate access to permanent residence or citizenship for migrants who obtained a certain level in the host-country language. For family migrants who are ready and fit to work, the tax and benefit system can render work more attractive by lowering the marginal effective tax rates on entry-level low-skilled jobs. Tax credits can be awarded for work and training, and transitional into-work benefits can combine benefits and training with work for a certain period. An example is Norway's "qualification programme", which provides a salary-type benefit to its participants who follow a tailor-made integration plan to improve their skills. In the Netherlands, combined work and disability benefit programmes have been found to yield positive employment effects for the foreign- and native-born (Snel and Linder, 2008).

Finally, it is important to avoid negative incentives. In this context, particular issues arise from so-called "cash-for-care" subsidies, which tend to disproportionately curb

the labour market supply of low-educated immigrant mothers, whose expected wages from working are lower than those of the native-born and unlikely to outweigh the costs of public childcare (Hardoy and Schøne, 2008).¹⁰ Studies from the Nordic countries suggest that replacing cash-for-care with free or low-cost early childhood education and afterschool care for all tends to improve both children's educational outcomes and their mothers' labour market participation. Immigrant mothers stand to gain disproportionately (Ellingsæter, 2012), and the same goes for their children in terms of educational outcomes (Caillé, 2001).

Table 2a. Eligibility to publicly (co-) funded language training for newly arrived adult family migrants in OECD countries, 2017

	Publicly-funded language training for newly arrived adult family migrants	
	Yes/No	If yes, eligibility requirements
Australia	Yes (via the Adult Migrant English Program AMEP)	<ul style="list-style-type: none"> • Holding permanent residence or an eligible temporary visa • Having less than a “basic social proficiency” level of English
Austria	Yes	<ul style="list-style-type: none"> • Family migrants who hold the residence title “Red-White-Red Card Plus” or the residence title “Family Member” can be reimbursed up to 50% of the costs for language training • In case family migrants are registered with the Public Employment Service (AMS) they can benefit from language courses as part of active labour market policies, generally starting at the A2 level • In addition, the Austrian Integration Fund (AIF) offers Meetingpoint German”: a free service for all migrants and refugees to improve their German language skills (no special focus on family migrants) • Family members of humanitarian migrants who benefit from asylum or subsidiary protection status themselves are eligible to free language courses in the context of the Austrian Integration Act
Belgium	Yes	<ul style="list-style-type: none"> • Flanders: Holding a renewable residence permit or a permit of a duration of more than 1 year and being registered in the commune • Wallonia: Having resided in Belgium for less than 3 years and holding a residence permit of a duration of more than 3 months • Brussels: All adult family migrants above the age of 18 are eligible
Canada	Yes	None (all family migrants are eligible)
Chile	No	/
Czech Republic	Yes	None (all family migrants are eligible)
Denmark	Yes	Depends on entry category (work related Danish courses for accompanying spouses and language courses within the Danish integration programme for family migrants who arrived via family reunification)
Estonia	Yes	<p>Requirements for language training in the Welcoming Programme:</p> <ul style="list-style-type: none"> • Holding legal residence in Estonia for less than 5 years • Holding a temporary residence permit • Being a family member of an EU citizen • Being referred to the programme by the Police and Border Guard Board <p>Requirements for other publicly funded language training:</p> <ul style="list-style-type: none"> • None (all family migrants are eligible)

Table 2a. Eligibility to publicly (co-) funded language training for newly arrived adult family migrants in OECD countries, 2017 (cont.)

Publicly-funded language training for newly arrived adult family migrants		
	Yes/No	If yes, eligibility requirements
Finland	Yes	Integration training (including language training) is mainly organised as labour market training and therefore mainly offered to persons who are unemployed and registered as a jobseekers with the PES in the context of the integration plan. Otherwise integration activities are provided by municipalities (a new model for integration training is launched in 2018 for those who are not currently seeking employment, such as parents taking care of children at home).
France	Yes	Lack of sufficient French language skills
Germany	Yes	Holding a residence title valid for at least one year
Greece	Yes (but not specifically designed for family migrants)	Holding a valid residence permit
Hungary	Yes	None (all family migrants are eligible)
Iceland	Yes	None (all family migrants are eligible)
Ireland	Yes	None (all family migrants are eligible, priority is given to those in need of Basic English language skills to a level of functional competency)
Israel	Yes (ulpan program)	<ul style="list-style-type: none"> • A family in which all members hold new immigrant status • A family in which one spouse is a new immigrant, immigrant citizen, or returning minor, and the other a veteran Israeli, and any children were born overseas
Italy	Yes	Holding a valid permit of stay (often a minimum permit duration of one year is required)
Japan	Yes	<ul style="list-style-type: none"> • Being the spouse or a child of a Japanese national, permanent resident or a long-term resident • Being actively engaged in job search
Korea	Yes (within the Korea Immigration and Integration Programme)	All legally registered residents have access
Latvia	Yes	<ul style="list-style-type: none"> • Being registered as unemployed (for training provided by PES) • No requirements for participation in projects that are co-financed by the national government
Lithuania	Yes (except EU nationals)	Third country nationals holding a resident visa (temporary or permanent)
Luxembourg	Yes	Referral from integration office, labour market agency or social office (welcome and integration contract)
Netherlands	Yes (family migrants must pay the course fees themselves but can obtain a loan of max EUR 10 000 subject to interest rate)	Having insufficient income to pay for a language course
New Zealand	Yes	<ul style="list-style-type: none"> • Family members migrating under humanitarian and family reunification categories have access to publicly funded language training. • Family members that accompany a principal applicant, or are on a temporary visa may have to fund training themselves if required, depending on visa conditions.

Table 2a. Eligibility to publicly (co-) funded language training for newly arrived adult family migrants in OECD countries, 2017 (cont.)

	Publicly-funded language training for newly arrived adult family migrants	
	Yes/No	If yes, eligibility requirements
Norway	Yes (but family members have to apply for participation)	Lacking basic qualifications
Poland	No	/
Portugal	Yes	None (all family migrants are eligible)
Slovak Republic	No (but family migrants can participate in free language courses organised by the IOM in Bratislava and Košice)	(Only asylum seekers and persons with subsidiary protection have access to publicly funded language courses)
Slovenia	Yes	None (all family migrants are eligible)
Spain	Yes	Physical, social or economic vulnerability (assessed based on family income, disability and family situation)
Sweden	Yes	None (all family migrants are eligible)
Switzerland	Yes	All family migrants are eligible but people with social disadvantages/special needs are prioritised
Turkey	Yes	Courses are open to all migrants who are registered and have a foreigner ID number
United Kingdom	Yes	<ul style="list-style-type: none"> • Eligible to the DCLG community programme although they are not a target group • Eligible to ESOL training but family members of labour migrants must have been resident for at least 3 years
United States	Yes	<ul style="list-style-type: none"> • Having limited English language proficiency • Having another native language than English • Living in a non-English speaking family or community environment

Note: “n.a.” = information not available; “/” = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Table 2b. Eligibility to civic integration courses for adult family migrants in OECD countries, 2017

Civic integration courses for adult family migrants	
Australia	Yes (family migrants under the Special Humanitarian Programme receive tailored support to participate in the economic and social life of Australia and access services through the Humanitarian Settlement Services (HSS) programme while family stream migrants with low English language proficiency are eligible for Settlement Grant activities focusing on social and employment participation; well-being; independence and community connectedness)
Austria	Yes (access to Austria's values and orientation courses provided in the context of the Austrian Integration Act is restricted to family members of humanitarian migrants who, themselves, hold asylum or subsidiary protection status, but other family migrants may participate in complementary in-depth modules on different topics (e.g. education, job market, housing, health); in Vienna, systematic civic integration courses are also provided through the programme "Start Wien")
Belgium	Yes
Canada	Yes
Chile	No
Czech Republic	Yes (standardised courses only for family migrants of permanent residents and temporary workers)
Denmark	Yes (not a separate course but part of Danish language course)
Estonia	Yes
Finland	Yes
France	Yes
Germany	Yes
Greece	No
Hungary	No
Iceland	Yes
Ireland	No
Israel	No (but information about life in Israel is provided by a personal absorption counsellor and via mentorship programmes)
Italy	Yes
Japan	No
Korea	Yes
Latvia	No
Lithuania	Yes
Luxembourg	Yes (family members of permanent residents and nationals if aged 16 and over)
Mexico	No
Netherlands	Yes (but courses are privatised and family migrants have to pay the fees themselves)
New Zealand	No
Norway	Yes (except for non-EU/EEA/EFTA family migrants sponsored by EU/EEA/EFTA nationals; family members of nationals have to apply for participation)
Poland	No
Portugal	No
Slovak Republic	No (but free social and cultural orientation courses are organised by the IOM in Bratislava and Košice)
Slovenia	Yes
Spain	Yes
Sweden	Yes (except for family members of EU-nationals, labour-force migrants, visiting students and visiting scientists, and those who are attending an upper secondary school)
Switzerland	Yes
Turkey	No
United Kingdom	No (but a handbook informs migrants about life in the United Kingdom)
United States	No (except for family members of humanitarian migrants)

Note: "n.a." = information not available; "/" = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Table 2c. Eligibility to active labour market policies for newly arrived adult family migrants in OECD countries, 2017

Full and immediate access to mainstream ALMPs for family members					
	... if sponsor category is irrelevant	If access depends on sponsor category			
		... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Australia	No (only after 2 years but family migrants can participate in programmes to foster employment participation in the framework of Humanitarian Settlement Services and Settlement Grant Activities)	/	/	/	/
Austria	<ul style="list-style-type: none"> Family members with a “Red-White-Red Plus” title and those who fulfill the requirements for unemployment benefits: Yes For all others: Case by case evaluation based on duration of the residence permit and individual needs 	/	/	/	/
Belgium	Yes	/	/	/	/
Canada	/	Yes	Yes	Yes	No (services provided through the Settlement Program are only available to family members of (selected) permanent residents, protected persons, convention refugees)

Table 2c. Eligibility to active labour market policies for newly arrived adult family migrants in OECD countries, 2017 (cont.)

Full and immediate access to mainstream ALMPs for family members					
... if sponsor category is irrelevant		If access depends on sponsor category			
		... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Chile	No	/	/	/	/
Czech Republic	/	Yes (eligible for counselling and requalification, but not for unemployment benefits and other, less frequent ALMP measures)	Yes	Yes	Yes (eligible for counselling and requalification, but not for unemployment benefits and other, less frequent ALMP measures)
Denmark	Yes	/	/	/	/
Estonia	Yes (if registered as unemployed)	/	/	/	/
Finland	Yes (general placement and counselling services)	/	/	/	/
France	Yes (general placement and counselling services)	/	/	/	/
Germany	Depends on the status of each family migrant	/	/	/	/
Greece	/	Yes (if sponsor has long-term residence status)	Yes	Yes	No
Hungary	Yes (if registered as job-seeker with PES)	/	/	/	/
Ireland	/	No (unless sponsor is on a critical skills work permit)	Yes	Yes	No
Israel	/	No	Yes (mapping an employment plan with a personal counsellor; job search assistance; vocational training or retraining)	No	No
Italy	Yes	/	/	/	/
Japan	Yes	/	/	/	/

Table 2c. Eligibility to active labour market policies for newly arrived adult family migrants in OECD countries, 2017 (cont.)

Full and immediate access to mainstream ALMPs for family members					
	... if sponsor category is irrelevant	If access depends on sponsor category			
		... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Latvia	/	Yes	Yes	Yes	Yes (if the family migrant has permission to work)
Lithuania	Yes	/	/	/	/
Luxembourg	/	Yes	Yes	Yes	Yes
Netherlands	Depends on the employment status of the spouse or registered partner	/	/	/	/
New Zealand	No	/	/	/	/
Norway	Yes	/	/	/	/
Poland	/	Yes (limited access/no unemployment and training benefits)	Yes	Yes (limited access/no unemployment and training benefits)	Yes (limited access/no unemployment and training benefits)
Portugal	Yes	/	/	/	/
Slovak Republic	No (only family members of EU nationals have access to ALMPs)	/	/	/	/
Slovenia	/	No	Yes	Yes	/
Spain	Yes (if migrant is in a condition of physical, social or economic vulnerability)	/	/	/	/
Sweden	Yes	/	/	/	/
Switzerland	/	Yes	Yes	Yes	No
Turkey	Yes	/	/	/	/
United Kingdom	/	Yes	Yes	Yes	Yes
United States	/	Yes	Yes	Yes	Generally no but depends on the state's unemployment regulations

Note: "n.a." = information not available; "/" = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Table 2d. Further programmes for adult family migrants in OECD countries, 2017

Further programmes/services for adult family migrants apart from language training, ALMPs and civic integration		
	Yes/No	If yes, type of programme/service
Australia	Yes	<ul style="list-style-type: none"> • Free Translating Service (FTS) of personal documents for people settling permanently within the first two years of visa grant/arrival • Free Interpreting Service to provide equitable access to key services (that are not government funded) for eligible Australians and permanent residents who do not speak English • AUD 16.6 million total budget and 245 117 services provided in 2015-16 (of which 9 824 translated documents under FTS)
Austria	Yes	<ul style="list-style-type: none"> • Various support offers regarding recognition of foreign qualifications (not specifically targeted at family migrants) including contact points, an online portal (www.berufsanerkennung.at) and individual grants for recognition • Mentoring scheme ("Mentoring for Migrants") • Integration centres throughout Austria managed by the Austrian Integration Fund offering assistance, counselling, language and civic orientation courses, programmes, etc.
Belgium	Yes	Support and counselling on socio-economic integration and legal matters
Canada	Yes	<ul style="list-style-type: none"> • Community Connection services (connecting newcomer clients with the broader community, public institutions and community organisations) • Needs Assessment and Referral services • Support services (childcare, translation, interpretation, counselling, transportation assistance, etc.)
Chile	No	/
Czech Republic	Yes	Regional centres to support the integration of immigrants (EUR 2 329 400 total budgeted expenditures and 12 000 participants in 2014)
Denmark		
Estonia	Yes	"Our People" programme: Language and culture immersion activities, preparatory trainings for acquiring Estonian citizenship and counselling centres carried out by Integration Foundation, which operates under the supervision of the Ministry of Culture
Finland	Yes	Guidance and counselling services, needs assessment and integration plan, services to facilitate labor market entry, empowerment of NGOs, etc.
France	No	/
Germany	Yes	"Integration durch Sport"
Greece	Yes (but not exclusively targeted at family migrants)	AMIF provides services including civic integration (e.g. familiarisation with Greek institutions, culture and values; rights and obligations associated with the status of residence in Greece) and access to public services and goods
Hungary	No	/
Ireland	Yes	Various
Israel	Yes	<ul style="list-style-type: none"> • Translation of diplomas and professional documents • Evaluation of degrees and professional licensing or certification • Mentorship programme ("Babayit Beyahad") linking immigrant families to veteran Israelis, students, and soldiers to provide: <ul style="list-style-type: none"> - assistance with initial arrangements incl. opening a bank account, registration for kindergarten/school - mother tongue assistance to prepare a C.V. in Hebrew and referral to professional bodies and job-search resources - assistance with language acquisition, childcare, homework, translation - matching with an Israeli family of mutual language, community, profession, ages and interests for social integration

Table 2d. Further programmes for adult family migrants in OECD countries, 2017 (*cont.*)

Further programmes/services for adult family migrants apart from language training, ALMPs and civic integration		
	Yes/No	If yes, type of programme/service
Italy	Yes (not exclusively for family migrants)	<ul style="list-style-type: none"> • Actions to prevent early school leaving among foreign students • Actions to facilitate access to integration services • Information about duties, rights and opportunities for migrants • Actions to empower migrant associations • Training for migrant employees in public services to upgrade their competences
Japan	Yes (for spouses or children of nationals, permanent and long-term residents)	<p><i>"Promoting Stable Employment of Foreign Residents"</i>: 90-132 hours of training to strengthen communication skills at the work place, build basic knowledge of labour-related laws/regulations and common practices at work in Japan and provide guidance in preparing CVs, job interview simulations, etc. (implemented in 16 prefectures with an estimated 4 200 participants in FY 2016; EUR 4 072 800 budgeted expenditures in FY 2015)</p>
Korea	Yes	<ul style="list-style-type: none"> • <i>"Initial Adjustment Support Program"</i>: 3-hour education programme administered by Ministry of Justice providing basic information on Korean immigration regulations, Korean rules and laws, and Korean society in order to help new migrants adapt to the Korean society • Multicultural Family Support Centres (for further information see Box 3)
Latvia	No	/
Lithuania	No	/
Luxembourg	Yes	Courses to encourage political participation
Mexico	No	/
Netherlands	No	/
New Zealand	Yes	Settlement Information Services including a website; a contact centre providing 24 hour phone and email support 6 days a week and a Citizens Advice Bureaux providing face-to-face information in 30 locations
Norway	No	/
Poland	No	/
Portugal	Yes	<p>Migration Strategic Plan (2015-2020) foreseeing:</p> <ul style="list-style-type: none"> • a support office for migrant entrepreneurs • university scholarships • a new High Commission for Migration website (www.acm.gov.pt) with up to date information in Portuguese and English language • stimulation of Mentorship Programmes
Slovak Republic	No	/
Slovenia	No	/
Spain	No	/
Sweden	Yes	<ul style="list-style-type: none"> • Subsidy schemes facilitating labour market entry for newly arrived families of refugees in the framework of the introduction programme and recently arrived family members of EEA nationals • Rehabilitation and other activities by municipalities and civic society
Switzerland	Yes	Cantonal Integration Programs with strategic objectives (sustainable integration)
Turkey	No	/
United States	Yes	Welcome guide "Welcome to the United States: A Guide for New Immigrants"

Note: "n.a." = information not available; "/" = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Table 2e. Mandatory integration programmes and tests for family migrants in OECD countries, 2017

	Obligatory programmes for family migrants		Requirement to pass a language or integration test after arrival	
	Language training programmes	Civic integration programmes	Yes/No	If yes, consequence of not passing the test
Australia	No	No	No	/
Austria	Yes	No (except for family members of humanitarian migrants who, themselves, hold asylum or subsidiary protection status)	Yes (for family migrants who do not hold asylum or subsidiary protection status: module 1 of integration agreement, equivalent to A2 level)	Potential non-extension of residence permit (module 2 of the integration agreement (B1 level) is not mandatory but required for obtaining a long-term residence permit)
Belgium	Yes (except in Brussels, but also planned there)	Yes (except in Brussels, but also planned there)	Yes	Administrative fine or withdrawal of social welfare or unemployment benefit, eventually withdrawal of residence (applies in Flanders and Wallonia)
Canada	No	No	No	/
Chile	/	/	No	/
Czech Republic	No	No	No (but a language test at the A1 level is required for permanent residence and at the B1 level for citizenship)	/
Denmark	<ul style="list-style-type: none"> • Yes (reuniting adult family members) • No (accompanying spouses) 	<ul style="list-style-type: none"> • Yes (reuniting adult family members) • No (accompanying spouses) 	<ul style="list-style-type: none"> • Yes (reuniting adult family members except family members of humanitarian migrants and nationals of AUS, CAN, CHE, ISR, JPN, KOR, NZL, US must pass a language test at the A1 level within 6 month of arrival) • No (accompanying spouses) 	Residence permit can be revoked

**Table 2e. Mandatory integration programmes and tests for family migrants
in OECD countries, 2017 (cont.)**

	Obligatory programmes for family migrants		Requirement to pass a language or integration test after arrival	
	Language training programmes	Civic integration programmes	Yes/No	If yes, consequence of not passing the test
Estonia	No	No	No	/
Finland	No (but if an immigrant chooses to draw up a personal integration plan regular attendance of language training agreed upon in the context of that plan becomes mandatory and failure to attend without reasonable grounds can be sanctioned by a reduction in unemployment/social benefits)	No (but if an immigrant chooses to draw up a personal integration plan regular attendance of integration measures agreed upon in the context of that plan becomes mandatory and failure to attend without reasonable grounds can be sanctioned by a reduction in unemployment/social benefits)	No	/
France	Yes (except if sponsor is a highly qualified migrant)	Yes (except if sponsor is a highly qualified migrant)	No	/
Germany	Yes	Yes	Yes	The residence permit may not be granted/ can be revoked
Greece	No	/	No	/
Hungary	No	/	No	/
Iceland	No	No	n.a.	n.a.
Ireland	No	No	No	/
Israel	No	/	No	/
Italy	Yes (but not a legal obligation)	Yes (but not a legal obligation)	Yes (A2 level and knowledge of civic culture – except for family members of highly-qualified migrants)	Retake the test after a period of 90 days
Japan	No	/	No	/

**Table 2e. Mandatory integration programmes and tests for family migrants
in OECD countries, 2017 (cont.)**

	Obligatory programmes for family migrants		Requirement to pass a language or integration test after arrival	
	Language training programmes	Civic integration programmes	Yes/No	If yes, consequence of not passing the test
Korea	No	No	Yes	Non-eligibility to benefits granted to those who completed the introduction programme KIIP (e.g. extra points in applying for certain visa categories and exemption from certain requirements for permanent residence or naturalisation)
Latvia	No	/	No	/
Lithuania	Yes	Yes	Yes	No consequences (if there is a justifiable reason the language course might be redone)
Luxembourg	No	No	No (only to acquire citizenship)	/
Mexico	/			
Netherlands	No (attending a language and civic orientation course is not mandatory but family migrants are required to pass a civic integration exam in the Netherlands)	No (attending a language and civic orientation course is not mandatory but family migrants are required to pass a civic integration exam in the Netherlands)	Yes ("Civic Integration Examination in the Netherlands" must be passed within 3 years of arrival)	Administrative fines and non-extension of temporary residence permit
New Zealand	No	/	No	/
Norway	Yes (except if migrant has adequate knowledge of Norwegian society and for health reasons)	Yes (except if migrant has adequate knowledge of Norwegian society and for health reasons)	No (but obtaining a certain level in Norwegian is required for permanent residence permit and citizenship)	/
Portugal	No	/	No	/
Slovak Republic	No (planned only for humanitarian migrants)	/	No	/

Table 2e. Mandatory integration programmes and tests for family migrants in OECD countries, 2017 (cont.)

	Obligatory programmes for family migrants		Requirement to pass a language or integration test after arrival	
	Language training programmes	Civic integration programmes	Yes/No	If yes, consequence of not passing the test
Slovenia	No	No	No	/
Spain	No	No	No	/
Sweden	No	No	No	/
Switzerland	Depends on the canton (potential requirement in the “integration contract” between the canton and the family migrant)	No	With entry into force of the revision of the Federal Act on Foreign Nationals in 2018 language requirements will be mandatory for family reunification	In the absence of reasonable grounds sanctions can be imposed and an integration agreement can be concluded
Turkey	No	/	No	/
United Kingdom	No	No	Yes (if sponsor is settled in the UK or has refugee/HP status B1 level and passing an integration test is required for permanent residency)	(Refusal of application for permanent residency)
United States	No	/	No (but generally English language proficiency at the basic level is required for naturalisation)	/

Note: “n.a.” = information not available; “/” = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Lesson 4

Make sure that all family migrants on a path to permanent residence have access to the labour market

WHAT and WHY? Today, the vast majority of all family migrants enjoy rapid access to the labour market in most OECD countries. This is an important evolution compared with practices in the 1990s, where there were significant restrictions in many OECD countries such as Austria and Germany, for example (see Box 4 below). Having legal access to the labour market

is a precondition for early labour market participation, which, in turn, is a key determinant for future labour market performance: the earlier migrants enter the labour market the better their labour market outcomes in the long-run. Granting labour market access also encourages legal over informal employment and has important spill-over effects on other integration processes, including faster mastery of the host-country language.

But despite the general trend to facilitate labour market access for family migrants, some – albeit few – groups in some countries still find themselves locked out of the labour market, at least initially. Frequently these are spouses of temporary labour migrants with no prospects of remaining in the country. However, in a few countries, restrictions also apply to family migrants who are likely to remain, notably because their sponsor is on a path to permanent residency. Where this is the case and legal barriers or administrative hurdles overly delay the entry into employment, permanent-type family migrants may be pushed into informal work and see their skills and experience depreciating. This is a particular issue in countries where family migrants have no access to integration offers such as language training that could bridge the time period until labour market access is granted. To ensure that family migrants can put their skills to use and contribute to the host country's economy, it is thus important that all those who are on a path to permanent residence have access to the labour market quickly upon arrival.

Granting rapid labour market access to spouses is also important to foster a country's ability to attract and retain skilled primary applicants, as evidence from the Netherlands and Norway suggests (OECD, 2014 and OECD, 2016). Indeed, highly qualified labour migrants today tend to have similarly qualified spouses and constitute dual-career families (Bonikowska and Hou, 2017). Countries hence stand to amplify the skill contribution of labour migration by opening their labour markets to spouses.

WHO? Whether or not a family migrant can be considered to be on a path to permanent residence depends on the status of his sponsor or on his own permit.

In cases where the sponsor is a national or holds *permanent* residence in the host country, it is relatively clear from the outset that his or her family members are also

likely to remain in the host country for good, or at least for a significant time. In such cases family migrants should be – and usually are – systematically entitled to access employment and self-employment upon arrival in the same way as their sponsor. Importantly, this should also apply in cases when the sponsor holds a permit of limited duration that is, however, more or less indefinitely renewable and effectively puts them on a permanent track. In the European OECD countries, skilled labour migrants frequently fall into this category.

By contrast, where family members have no reasonable perspective of staying in the host country there is no real integration issue if countries do not choose – for whatever reason – to open the labour market. This is the case for family members of sponsors who hold a title that is *not renewable or renewable only on a strictly limited basis* with no prospect of permanent residence. Depending on the circumstances, such family members may not even be allowed to join their sponsor in the host country in the first place.

HOW? Countries have two options to ensure that permanent-type family migrants can access the labour market rapidly upon arrival. One is to grant full and immediate access automatically upon arrival. The other option is to facilitate access to the work permit system.

Whether or not, and if so under which conditions, labour market access is granted varies significantly not only across but also within countries by sponsor categories (see Table 3): family members of nationals are the group that has full and immediate access in almost all OECD countries. Another group that frequently enjoys rapid access are family members of permanent residents. Here, the vast majority of OECD countries grant full and immediate access, but there are still some exceptions. Family members of persons with refugee or subsidiary protection status and temporary labour migrants with renewable permits benefit from full and immediate access in about half of OECD countries.¹¹ In the European OECD countries, this development was partly driven by the EU family reunification directive, which requires that labour market access be granted after a maximum of one year to family members. Another impetus in European OECD countries was the EU Blue Card Directive, which encourages full and immediate access to the labour market for family members of highly skilled EU Blue Card workers. Indeed, countries tend to be more generous with respect to both the admission and the labour market access of family members of highly-skilled workers with a temporary status than for lesser-skilled workers. For example, Austria, Belgium, Canada, Greece, New Zealand and the Netherlands lift restrictions such as labour market tests on spousal employment for highly qualified economic migrants that are in place for their peers with lesser-skilled sponsors (see Table 3).

In many countries, the labour market access has been opened only gradually and experience shows that in countries where family migrants had to overcome a range of barriers before accessing the labour market their outcomes have been fairly poor in the past. Two prominent examples are Austria and Germany (see Box 4).

Countries that do not automatically grant full and immediate labour market access to all permanent-type family migrants generally ensure that those who do not qualify automatically have access to the work permit system (see Table 3). This means that, in order to work, migrants need to apply for a work authorisation in addition to their residence title. Depending on the country, there are different motivations for this strategy. In some countries, obtaining a work permit is part of the general set-up of the labour market and required for every foreign worker, regardless of their status. Some countries want that exert a certain control to avoid exploitation. This seems to be the case in Luxembourg, for example, where family members of foreign nationals require a work permit that is limited to a particular sector. Elsewhere, such permits intend to avoid that the family migration channel is abused for employment purposes.

Making labour market access subject to a work permit adds a layer of complexity and is associated with waiting periods and restrictions, such as passing a labour market test or working in a specific occupation. Such obstacles are likely to delay the labour market entry of family migrants and diminish family migrants' prospects to obtain employment in accordance with their education and skills. The degree to which this is actually the case depends on the nature of the obstacle to overcome. In countries like Mexico and Japan, for example, obtaining a work permit is never subject to a labour market test.

Box 4. Evolution of the framework for labour market access for family migrants in Germany and Austria

Austria and Germany severely restricted labour market access for family members of non-EU/EEA migrants until the early 2000s. At the same time, past labour market outcomes of family migrants were relatively poor in both countries.

In Austria, for a long period, family members of non-EU/EEA migrants were subject to a labour market test during the first 8 years of residence. This period was gradually reduced and abolished entirely in 2007. However, the need for a separate work permit remained until it was abandoned for the majority of permanent-type family of migrants in the framework of the comprehensive reform of the immigration framework in 2011 (Krause and Liebig, 2012).

In Germany, spouses who joined their partners prior to 2005 had to wait one year upon arrival before they could apply for a work permit, which was subject to a labour market test. The work permit and if no “negative effects” on the regional labour market could be expected. Following the implementation of the EU Directive on a single permit for third-country nationals to reside and work in the territory of a Member State these provisions were considerably simplified so that family migrants now get the same labour market access as the principal migrant immediately upon arrival (Liebig, 2007).

Table 3. Labour market access for family members of permanent-type sponsors in OECD countries, 2017

	Full and immediate labour market access for family members of “permanent-type” sponsors...			
	... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Australia	Yes	Yes	Yes	Yes
Austria	Yes	Yes	/ (family members of refugees are granted a humanitarian status in their own right which includes labour market access)	No (subject to a work permit with a specific employer except for family members of Red-White-Red or EU Blue Card holders and of certain Red-White-Red Card Plus holders, and researchers)
Belgium	No (subject to a work/ C permit but without labour market test)	Yes (after a positive residence check)	No (subject to a work/ C permit but without labour market test)	No (subject to a work/B permit but family members of EU Blue Card holders, high skilled and certain low-skilled labour migrants are exempt from a labour market test)
Canada	Yes	Yes	Yes	No (except accompanying spouses of high-skilled TFWs/IMP participants)
Chile	No	No	No	No
Czech Republic	Yes	Yes	Yes	Yes (if sponsor was granted long-term residence)
Denmark	Yes	Yes	Yes	Yes
Estonia	Yes	Yes	Yes	Yes
Finland	Yes	Yes	Yes	Yes
France	Yes	Yes	Yes	Yes
Germany	Yes	Yes	Yes	Yes
Greece	Yes (for family members of EU-Blue Card holders; for other “permanent-type” residence permits (i.e. other long-term statuses), access is granted at first renewal of residence permit)	Yes	Yes	No (access is granted at first renewal of residence permit except for family members of EU-Blue Card holders whose access is immediate)

Table 3. Labour market access for family members of permanent-type sponsors in OECD countries, 2017 (cont.)

	Full and immediate labour market access for family members of “permanent-type” sponsors...			
	... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Hungary	No (employment authorisation is granted without a labour market test after one year)	Yes	Yes	No (employment authorisation is granted without a labour market test after one year)
Iceland	No (subject to a work permit)	Yes	No (subject to a work permit)	No (subject to a work permit)
Ireland	No (subject to a work permit unless sponsor has a Critical Skills Work Permit)	Yes	Yes	No
Israel	No (except Jewish family members of Jews)	Yes (if family members are Jewish)	No (except Jewish family members of Jews)	No (spouses of temporary migrant expert workers can get a work permit)
Italy	Yes	Yes	Yes	Yes
Japan	Yes	Yes	Depends on the family migrant's residence status	No (subject to a work authorisation except for spouses of highly skilled professionals)
Korea	Yes (except some visa categories)	Yes (spouses)	Yes	No
Latvia	Yes	Yes	Yes	Yes
Lithuania	Yes	Yes	Yes	Yes
Luxembourg	No (subject to a work permit in a specific sector except for family members of EU nationals)	Yes	No (subject to a work permit in a specific sector)	No (subject to a work permit in a specific sector)
Mexico	No (subject to a work permit)	No (subject to a work permit)	No (subject to a work permit)	No (subject to a work permit)
Netherlands	No (subject to a work permit and labour market test except if sponsor does not require work permit)	Yes	Yes	No (subject to a work permit except for family members of EU Blue Card holders, knowledge migrants, scientific researchers and foreign graduates of Dutch or selected foreign universities; family members of international students have no work rights)
New Zealand	No (subject to a work permit)	No (subject to a work permit)	No (subject to a work permit)	No (subject to a work permit)

Table 3. Labour market access for family members of permanent-type sponsors in OECD countries, 2017 (cont.)

	Full and immediate labour market access for family members of “permanent-type” sponsors...			
	... if sponsor is a permanent resident	... if sponsor is a national	... if sponsor has refugee or subsidiary protection status	... if sponsor is a temporary labour migrant on a renewable permit
Norway	Yes	Yes	Yes	Yes
Poland	Yes	Yes	Yes	Yes
Portugal	Yes	Yes	Yes	Yes
Slovak Republic	No (subject to a work permit and a labour market test within the first year of arrival)	Yes	No (subject to a work permit and a labour market test within the first year of arrival)	No (subject to a work permit and a labour market test within the first year of arrival except for family members of EU Blue Card holders)
Slovenia	No	Yes	Yes	/
Spain	Yes	Yes	Yes	Yes
Sweden	Yes	Yes	Yes	Yes
Switzerland	Yes	Yes	Yes	No (but a work permit may be granted in some cases)
Turkey	Yes (provided they have obtained a residence permit)	Yes (provided they have obtained a residence permit)	Yes (provided they have obtained a residence permit)	Yes (provided they have obtained a residence permit)
United Kingdom	Yes	Yes	Yes	Yes
United States	Yes	Yes	Yes	Depends on the admission category of the principal immigrant (most accompanying family members of temporary workers do not receive employment authorisation)

Note: “n.a.” = information not available; “/” = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Lesson 5

Ensure that childcare responsibilities are not a barrier to participate in integration programmes

WHAT and WHY? Legal obstacles, such as lack of labour market access and formal ineligibility to integration support are not the only obstacles that may hinder family migrants from becoming active in the labour market. Family commitments, particularly childcare, often stand in the way of job seeking, employment and participation in integration measures. Indeed, combining childcare with

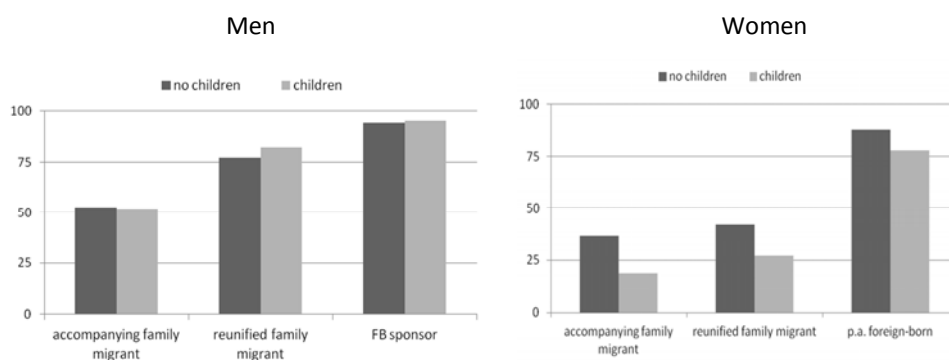
work or integration activities can be difficult. Survey results from Australia and Germany, for example, indicate that caring for children is the main reason not to work among female family migrants (Khoo et al, 2013; Büttner and Sticks, 2013). Clearly, childcare is also an issue for natives. But in contrast to migrants, native-born are usually more familiar with available support options and, in the absence of language and other barriers, also more likely to take advantage of these offers. What is more, migrant women tend to have lower expected wages, so the financial incentives to work and use childcare are lower.

To ensure that migrant parents have the possibility to learn the host country language, benefit from integration activities and access employment, it is hence important to design integration programmes in a way that they are flexible and compatible with child-care and employment. At the same time, countries should make early childhood education and care options more widely available and better known among migrant women.

WHO? Having small children constitutes a barrier to professional life for many parents, and in particular mothers, regardless of whether they have a migrant background or not.

The issue is clearly gendered, as for migrant men, participation rates do not differ significantly whether they have children or not. In actual fact, estimations from the European Labour Force Survey and the American Community Survey suggest that men who entered via family reunification even tend to have higher labour market participation if they have children (see Figure 6).

Figure 6. Labour force participation rates for family migrants by type of family migration or sponsor and whether the couple has children, 2002-2011



Source: European countries: 2002-2011 European Labour Force Survey, United States: 2010 American Community Survey.

HOW? Countries have a broad range of tools at their disposal in order to make integration activities compatible with childcare duties. Good practices in OECD countries include:

- integration activities in flexible modes and directly in the areas where migrants live
- childcare options during integration activities
- integration activities in which mothers and children can participate jointly
- regular early childhood education and care options more widely available and better known among migrant women
- active labour market programmes that are adapted to the schedules and restraints of parents with childcare duties

Flexible delivery modes for integration activities include first and foremost offers on a part-time basis and during evening hours. Countries may also consider self-study material and e-learning options online, and to advertise this more widely. Indeed, both e-learning and self-study are already available in the majority of OECD countries (see OECD forthcoming b for an overview of flexible modes of language training in OECD countries).

Another possibility is to provide mothers of young children with childcare options while they participate in integration measures. This is the case in several OECD countries including Australia, Canada, the Czech Republic, Denmark, Finland, Germany, Korea, Norway, Portugal and Sweden. In Germany, for instance, all integration courses provide for a childcare option if no other childcare is available. Moreover, Germany has a special track for mothers and migrant women in its integration course. Courses provided under this track have a specific focus on education and childcare-related topics and are taught by women. They include a higher number of class hours than the regular format (OECD, 2017b).

In other countries, childcare options may also be available although not systematically across the country but only in certain areas – generally the large cities (see Table 4). The Austrian capital of Vienna, for example, runs a specific language training programme for migrant mothers entitled “Mom learns German”. The programme teaches German language and basic skills to low-educated mothers at the school or kindergarten of their children. In addition, the programme provides information about everyday matters including kindergarten, school, further education, labour market opportunities, health, public authorities and housing and includes a step-by-step literacy course for women who are illiterate or have learned to read and write in a different alphabet. Each participant is eligible to a total of 170 free hours, which take place twice a week. Free childcare is provided for smaller children, who do not yet attend kindergarten or school.

Another option that is becoming increasingly wide-spread is to organise integration activities in which mothers and children can participate jointly, by combining measures to activate immigrant mothers with care and early language stimulation for their children. Such an approach also helps to overcome possible reticence by some immigrant parents’ about the way their children may be treated in childcare and preschool institutions. Several countries have introduced this model for language courses, including Austria, Denmark, Estonia, Germany, Iceland and Italy. In the United States, England and New Zealand, similar activities are often provided in the framework of general family literacy programmes. These do not target family migrants in particular but offer interactive literacy and learning activities for low-educated parents – both immigrant and native-born – and their children. Frequently, family literacy programmes also aim at involving parents in the education of their children and to reach economic self-sufficiency. An example is the “Whānau Ara Mua – Families Facing Forward” literacy programme in New Zealand, which provides low-educated parents of primarily Māori and Pasifika students with a Certificate in Family Learning and Child Development. The one-year programme is taught by tertiary education teachers in the regular early childhood centre or school of participants’ children and combines literacy and employability skills with a parent education and family learning programme that involves structured participation of parents in their child’s regular literacy programme (Bensemann and Sutton, 2012).¹²

To ensure that migrant mothers do not only learn the language but have a chance to enter the labour market, it is crucial to make early childhood education and care options, and the benefits for children of immigrants to participate in these, more widely available and better known among migrant women. In many OECD countries, children of immigrants are still underrepresented in early childhood education and care, although the gap appears to have decreased over recent years (see OECD forthcoming a).

Moreover, migrant mothers – like other migrant groups – may require job-related training and support in identifying adequate employment options. To this end, it is important that active labour market programmes are accessible for women with childcare duties in the same way as language training and other integration activities are. An example of a labour market programme that was designed to cater to the particular needs of migrant mothers is the German ESF programme “Strong at work – mothers with a migration background are entering the labour market”. Since 2015, the programme provides career orientation and individual employment support to employable mothers with a migrant background in 90 projects across the country, with a view to place them in full-time regular employment. The programme builds on the insights of a pilot in co-operation with job centres, employment agencies, migrant organisations, and the social partners. In the framework of the pilot, a broad range of services were developed, including individual assistance, continuous support services after regular integration activities have ended, support in transition to regular employment, programmes compatible with childcare and efforts to reduce hiring reservations among employers.

Table 4. Childcare options in integration programmes for family migrants in OECD countries, 2017

	Availability of childcare options in ...	
	... language training programmes	... civic integration programmes
Australia	Yes	n.a.
Austria	No	No
Belgium	Yes (only in Flanders)	Yes (only in Flanders)
Canada	Yes	Yes
Chile	/	/
Czech Republic	Yes	n.a.
Denmark	Yes	Yes
Estonia	No	Yes (there are specific modules for children from 3-15 years of age that are organised in parallel to parents civic orientation training)
Finland	Varies across municipalities (a national model will be launched in 2018)	Varies across municipalities (a national model will be launched in 2018)
France	No	No
Germany	Yes (from 2017 a childcare option for “Integrationskurs” is provided if no other childcare is available)	Yes (from 2017 a childcare option for “Integrationskurs” is provided if no other childcare is available)
Greece	No	/
Hungary	No	/
Iceland	Yes	

Table 4. Childcare options in integration programmes for family migrants in OECD countries, 2017 (cont.)

	Availability of childcare options in ...	
	... language training programmes	... civic integration programmes
Ireland	No (only for resettled refugees)	/
Israel	Yes (minors aged 3-18 are entitled to public education regardless of parental status)	/
Italy	No (not systematic)	No (not systematic)
Japan	No	/
Korea	Yes	Yes
Latvia	No	No
Lithuania	Yes (for children living in a Refugee Reception Centre; all children aged 0-5 can attend municipal pre-school education)	Yes (for children living in a Refugee Reception Centre; all children aged 0-5 can attend municipal pre-school education)
Luxembourg	No	No
Netherlands	Not systematic	Not systematic
New Zealand	Not systematic but some providers have child care facilities on site	/
Norway	Yes	Yes
Poland	/	/
Portugal	Yes	/
Slovak Republic	/	/
Slovenia	No	No
Spain	Yes (but not systematically)	No
Sweden	Yes	Yes
Switzerland	Varies from canton to canton	Varies from canton to canton
Turkey	No	/
United Kingdom	Depends on provider	n.a.
United States	No	/

Note: "n.a." = information not available; "/" = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Lesson 6

Inform family migrants about entrepreneurship options

WHAT and WHY? Entrepreneurship can be a particularly effective pathway into the labour market for family migrants, especially women, who experience difficulties in taking up salaried employment. It provides the possibility to engage in a gainful activity that is potentially more

flexible and easier to combine with childcare, house-work or other family obligations than regular employment. In contrast to regular employment, which usually requires daily presence during fixed hours at a work place away from home, entrepreneurship can often be undertaken from home and scheduled flexibly around hours that are convenient to the family migrant and compatible with caretaking responsibilities and other everyday life constraints. The fact that entrepreneurship can often be undertaken in a domestic environment and is not subject to the rules and expectations of salaried employment can also help to circumvent potential cultural barriers, such as language difficulties and issues related to dress code, working habits and gender roles. In addition, female migrant entrepreneurs can be an important role model and a potential employer for other migrant women.

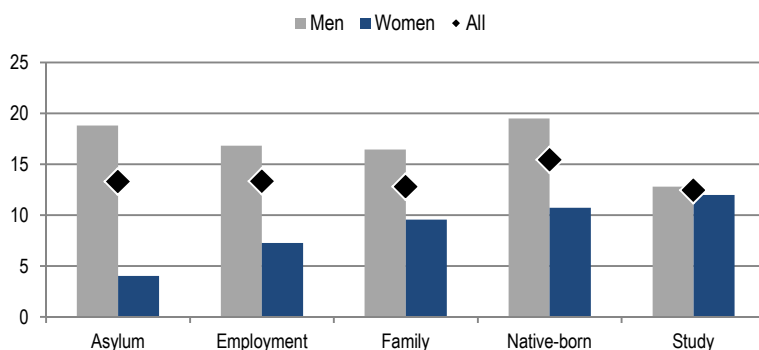
However, setting up a business requires knowledge about administrative requirements and existing support structures, including, for example, information about how to access micro-finance loans. Such information is not evident to obtain for natives, let alone for recently arrived family migrants. Not surprisingly, therefore, one observes in most countries that while immigrants are more likely to establish a business than the native born, their enterprises also tend to fail more often (OECD, 2011). Part of this is due to a lack of financing (including financial literacy), but administrative burden and red tape, as well as a lack of knowledge about the host country's labour market likely also play a role. To ensure that entrepreneurship is a viable option for family migrants it is important to inform them of existing support options and to ensure that they have access to the latter.

WHO? OECD-wide, there were 7.2 million immigrant entrepreneurs in 2012/13, an increase of 20% compared with five years earlier. They make a large contribution to employment creation. In Europe alone, more than 115 000 entrepreneurs have businesses with more than 10 employees (OECD/EU, 2015).

At first sight, migrants who have arrived for family reasons are often still underrepresented among migrant entrepreneurs. Evidence for European OECD countries from a special module in the 2014 European Union Labour Force Survey suggests that family migrants are less likely to be self-employed than labour migrants, refugees and the native-born. However, these aggregate results are driven by the fact that women, who are less likely to be self-employed than men,

are overrepresented among family migrants. Female family migrants are actually more likely to be self-employed than refugee women and female labour migrants, and almost on a par with native-born women (see Figure 7). The fact that self-employment is a more popular option among migrant women in the family category than among other migrant women is an indication that entrepreneurship can be a particularly viable option for this group which often has family obligations.

Figure 7. Share of self-employed among all employed aged 15-64 in European OECD countries, by reason for migration and compared with the native-born, 2014



Note: Denmark, Germany, Ireland and the Netherlands are not included.

Source: European Labour Force Survey Ad-Hoc Module, 2014.

HOW? Efforts to promote migrant entrepreneurship in the OECD include the provision of information about opportunities to access finance and support services, developing business acumen and enhancing business management and marketing skills in general. While migrant entrepreneurship has been on the policy agenda of several OECD countries for a while, there are to date still relatively few initiatives that specifically target migrant women, let alone family migrants. Over recent years, the issue has received growing policy attention, but existing schemes are still often limited to pilot projects and generally of a small-scale format.

Among the countries that have been actively engaged in encouraging migrant women to become entrepreneurs is Spain, where the Ministry of Employment supports an NGO-run pilot project entitled “support to entrepreneurship for migrants”. The project targets long-term unemployed migrant women with family burdens who have no access to regular loans. Participants attend training about entrepreneurship and management in small groups and receive individual loans in co-operation with a local bank to realise their business plans. The programme also organises networking events among participants and public events to raise

awareness. So far, 88 persons have been trained at several locations across the country. 44 microcredits have been provided and 11 businesses have been set up.

Another example is the “Stepping Stones to Small Business” programme in Australia. Run by the Brotherhood of St Lawrence, a community organisation that works to prevent and alleviate poverty across Australia, the micro-enterprise programme offers mentoring, business training and support as well as assistance in gaining access to micro-finance loans to migrant women who have at least a basic level of English and a viable business idea.

In Germany, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has financed the pilot project “Migrant Women are becoming entrepreneurs” (“Migrantinnen gründen”). Implemented in the greater Frankfurt area over the two-year period 2015 to 2017, the project provided mentoring, networking opportunities (through website and workshops) and skills training to migrant women in order to support their entrepreneurship, increase the visibility of female migrant entrepreneurs as role models for other migrant women and raise awareness about the specific needs of female migrant entrepreneurs. The 22 participants came from 19 different origin countries. A total of 24 mentors, themselves active entrepreneurs, accompanied the project. Shortly after the end of the project, 16 of the 22 participants had set up a business, and two further participants were preparing the initiation of their business (Block and Leicht, 2017).

Sweden, too, has a tradition in supporting migrant women in starting their own business. Since 2012, the Ester Foundation has provided skills development and other support, including financial assistance and guidance in developing a business plan, to migrant women from non-European countries. With the co-operation of Swedbank and Johaniterhjälpen, a Swedish charity organisation which guarantees 80% of each entrepreneur’s loan, the foundation has set up its own microcredit system through which participants can access loans at attractive rates and reduced risks. Loans may vary between EUR 2 000 and EUR 32 000 and need to be paid back within three years. Migrants whose business plans have been approved by the Swedish Employment Agency can receive additional financial start-up support from the Employment Agency and are entitled to further loans from Swedbank (European Commission, 2016).

A number of further countries provide counselling about entrepreneurship options, including to family migrants. Such counselling initiatives exist, for example, in Norway, Denmark and Korea. The latter informs newly-arrived marriage migrants about business start-up options at Multicultural Family Support Centres across the country (see Box 3b).

Lesson 7

Make sure that long-term resident family migrants who have been inactive over longer periods have access to integration measures

WHAT and WHY? In several countries, public integration schemes are time-bound, meaning that they are available only during limited time after arrival. Where this is the case, family migrants who have spent their first few years in a host-country busy with family duties may find that they are no longer entitled to integration support once they have the time to benefit from it. This issue can also arise for residents who

have arrived many years ago, at a time when integration offers were rare. “Second chance” integration programmes provide a way out of this dilemma and give migrants who have not made a link to the labour market after several years in the country a chance to build work-related skills and make their first steps on the labour market.

WHO? Second chance integration programmes are most needed in countries where eligibility for integration activities is time-limited. Family migrants, especially women, are likely to be overrepresented among potential beneficiaries, as they tend to face a higher risk of inactivity due to family obligations after arrival.

HOW? Some countries put a strong focus on new arrivals, while others do not target a particular time period in the integration trajectory. In the vast majority of OECD countries, family migrants can enrol in language training, the principal component of most integration schemes, at any point during their stay in the host country. In several countries, however, migrants lose eligibility over time. Depending on the country and type of permit, this period is typically set between one and five years upon arrival (see Table 5).

To avoid that family migrants miss out on targeted support offers due to family duties, some countries allow migrants to resume integration activities once their children do not require full-time care anymore – even if this point in time falls after the usually applied time limit for eligibility. An example is Sweden, where parents are entitled to postpone measures proposed under the integration programme beyond the two-year time limit if they had to pause or reduce their participation in the integration programme for childcare reasons.

Second-chance integration programmes are a viable alternative, including for those who remained inactive for reasons other than caregiving responsibilities. A country that has a long-standing experience with such programmes is Norway. Its “Job Opportunities” programme dates back to 2005, when it was piloted under the name “New Chance” to reach migrant women without basic qualifications who lack a link to the labour market and are no longer eligible to the integration programme

for new arrivals because they have been in Norway for many years. A specific focus is, now and then, has been on immigrant women who are not dependent on social welfare and thus not otherwise proposed any measures. Similar to the introduction programme for newly arrived immigrants, the scheme provides language training, work experience, knowledge about Norwegian society, and mentoring in the context of a tailor-made two-year qualification programme. Depending on the municipality, the activities proposed under the scheme vary and may include, for example, vocational courses, “job club” conversation groups to improve language proficiency, and thematic courses on work habits, social norms, IT skills and job search. During the duration of the programme, participants receive a benefit that is equivalent to the amount of the introduction benefit for immigrants participating in the introduction programme and reduced in the event that participants obtain a job. Participants are coached by employers and closely followed by case workers (including psychologists and health care professionals), who also do home visits to involve the entire family. In 2016, the programme counted almost 1 800 participants. 68% of those who had completed the programme had moved into employment or entered further education and training by the end of the programme (Thorud, 2017).

Another country with a dedicated second-chance programme for longer-term migrants is Israel. “Second Chance ulpan” is targeted at residents who have resided in Israel for up to ten years without having completed Hebrew studies in the framework of the regular introduction programme for new arrivals. Second Chance ulpan includes four modules of study (speech and verbal expression, listening comprehension, reading and writing comprehension and writing and written expression), of which participants can choose three. Classes are proposed at various levels and held primarily during afternoon and evening hours.

In a similar vein, the integration course in Germany includes a specific format for migrants who have lived in Germany for many years but have not learned German sufficiently to integrate the labour market. The “catch-up” course (“Förderkurs”) proposes more than 900 lessons to equip participants for the linguistic demands of the labour market and life in German society. In a further 100 lessons, participants not only learn about German politics, history and culture and the country’s legal system, but also about common accepted values like equal rights of men and women, freedom of religion and sexual orientation.

Beyond integration and qualification measures, targeted employment opportunities can be an important channel to bring long-term unemployed family migrants into the labour market. An example is the “Yalla Trappan” women co-operative in Malmö, which provides employment opportunities in catering, cleaning and

tailoring to long-term unemployed immigrant women with little to no formal education who have lived in Sweden for many years. Many have poor Swedish language proficiency and faced health issues in the past. Participants are referred to the co-operative by the public employment service. They work on permanent contracts in a personal and close-knit female environment and have the opportunity to obtain a qualification in their field or benefit from internship placements in other sectors. The project started in 2010 with financial support from the European Social Fund, the City of Malmö and the adult education association of Malmö. Since then, it has grown at an average annual rate of 30% in both revenue and employment. With 40 permanent employees and an annual revenue of EUR 1.2 million a year, of which 50% comes from sales of goods and services, and the remainder from a mix of subsidies and project grants, Yalla Trappan has evolved into a self-contained social enterprise with several business collaborations. The business model has been transferred to other municipalities in Sweden based on a licensing and mentorship agreement, similar to a social franchise. Migrant women who successfully made the transition into the labour market act as “Yallas Ambassadors” to promote the concept among other migrant women and within the Swedish society.

Table 5. Maximum time period after arrival during which family migrants are eligible to language training

	Time limit to eligibility	
	Yes/No	If yes, time limit
Australia	Yes	To remain eligible migrants must <ul style="list-style-type: none"> • register with an AMEP service provider within 6 months (or 12 months if under 18 years of age at the time of registration), • start tuition within 12 months, • complete tuition within 5 years from the date of visa commencement/arrival in Australia
Austria	Yes	The first module of language training must be completed within 2 years of signing the obligatory integration agreement (in order to receive a reimbursement the module must be completed within 18 months)
Belgium	No	/
Canada	Yes	Individuals become ineligible for federal programming after acquisition of citizenship (but individuals not eligible for federally-funded language programming may seek services funded by provinces and territories)
Chile	/	/
Czech Republic	No	/
Denmark	Yes	<ul style="list-style-type: none"> • 5 years within arrival (for reuniting family migrants) • 3 years after finishing a work related Danish course (for accompanying family members)
Estonia	Yes (Welcoming Programme)	5 years within arrival (there is no time limit for publicly financed language training provided outside of the Welcoming Programme)
Finland	Yes	3 years after signing the integration plan
France	Yes	Within one year after contracting the reception and integration contract
Germany	No	/
Greece	No	/
Hungary	No	/
Iceland	No	/
Ireland	No	/
Israel	Yes	18 months within reception of new immigrant status
Italy	No	/
Japan	No	/
Korea	No	/
Latvia	No	/
Lithuania	Yes	15 months
Luxembourg	Yes	2 years within signing the welcome and integration contract
Netherlands	Yes	3 years from receiving the Letter of Civic Integration (which is sent shortly after arrival)
New Zealand	Yes (for accompanying family members who have to pre-purchase English lessons)	5 years within arrival (for accompanying family members of new residents who have to pre-purchase English lessons)
Norway	Yes	3 years to fulfil the obligatory language training of 600 hours and 5 years to fulfil all language training)

Table 5. Maximum time period after arrival during which family migrants are eligible to language training (*cont.*)

	Time limit to eligibility	
	Yes/No	If yes, time limit
Poland	/	/
Portugal	No	/
Slovak Republic	No	/
Slovenia	No	/
Spain	No	/
Sweden	No (for language training, but other measures proposed in the context of the integration programme have a time limit)	/
Switzerland	No	But some cantons offer language courses for no or at a reduced cost in the case of a language course attendance shortly after arrival
Turkey	No	/
United Kingdom	No	/
United States	No	/

Note: “n.a.” = information not available; “/” = not applicable.

Source: OECD questionnaire on the integration of family migrants, 2017.

Lesson 8

Engage with isolated family migrants

WHAT and WHY? Some family migrants are largely confined to the household and their community, which makes it hard to reach them via regular information channels. Where this is the case, specific outreach activities are an

important part of successful integration policies. OECD countries have developed a range of approaches in this regard. The common ground among these activities is that they approach isolated migrants in familiar spaces, with a view of overcoming cultural and/or linguistic barriers.

WHO? Among the most isolated and hardest to reach family migrants are low-educated women from countries where the role of women in society is still marginal and largely conferred to the household. Mothers with young children can also fall more generally into this group, if childcare duties tie them to the house.

HOW? Reach out activities can take various forms. Among the most common good practices to engage with family migrants who live in isolation are:

- Mentorship programmes
- Getting local communities on board for reach out
- Using the children's education institutions as a contact point

Mentorship programmes are an increasingly widespread approach to engage with isolated individuals. If properly designed and monitored, they tend to be a particularly cost-effective way of promoting integration, while increasing interaction and strengthening ties between immigrants and the host society (OECD, 2007, 2008). The idea is to match a migrant with a host-country resident (including well-integrated migrants) who acts as a mentor and can provide tacit information about the host society and its labour market and introduce family migrants to relevant institutions and services. Mentors can also share their own personal networks and act as intermediaries with potential employers. This model is particularly successful if the mentor shares key characteristics with the mentee, so that he or she can support job-search and/or act as a role model and provide grounds for identification. For example, mentors often feature a similar professional profile and have a migrant background themselves. Where the barriers are particularly high, it might be helpful that mentors have the same sex or come from a similar cultural background as the mentee.

Across the OECD, various mentorship programmes have been designed to reach out to immigrants, some of which with a particular focus on migrant women. A country that has made considerable efforts to reach out to isolated migrant women is Denmark. The Danish Centre for Information on Women and Gender (KVINFO), for

example, has developed a unique mentoring programme to combat professional and social isolation among immigrant women. The programme matches women that are well-established in the Danish labour market and society with migrant women who need support. Since its establishment in 2002, the network has counted more than 7 500 participants and is considered one of the largest of its kind. An evaluation carried out between 2010 and 2014 suggests that 38 % of the mentees have found a job after being part of the project, and the majority state that they have become more active in the Danish society and fluent in the Danish language as a result of the programme. Another Danish outreach programme is the “Mom votes” campaign, which relies on mentoring to foster migrant women’s participation in local elections. In addition, the Danish “District Mothers” scheme trains unemployed immigrant mothers to visit and advise other migrant women in their neighbourhood on education and job search options. The programme, which has been established across the country in 36 neighbourhoods with high immigrant concentration, was modelled after the longstanding the German “neighbourhood mothers” programme, which, in turn, was inspired by a similar initiative in the Netherlands. Similar initiatives exist also in Austria.¹³

Isolation does not only concern low-educated migrant women but can also affect women with higher qualifications. An example of an outreach programme targeted at this group is the “start, change, get ahead” mentoring programme for highly-skilled migrant women in the German city of Frankfurt. Since 2005, the programme assigns highly-skilled migrant women a personal mentor, who for the duration of one year shares her knowledge, experience and networks with the migrant. Parallel to the mentoring, the programme provides professional counselling, upskilling, intercultural training and skills recognition support. Mentors, on the other hand, benefit from on-going training. Within one year, about half managed to obtain a job according to their qualifications.

Local communities can play a crucial role in reaching isolated families. Not surprisingly, therefore, various out-reach initiatives in OECD countries have integrated local stakeholders in their efforts to approach hard-to-reach migrant groups. The national “Community Hubs” programme in Australia, for instance, offers local information and services including health support, skills training, English classes, as well as volunteering opportunities and community events to migrant women in a familiar and welcoming place. Frequently, this is a primary school or other community space. In other countries, such as Norway, there are grants to immigrant organisations and other NGOs to strengthen the local participation of immigrants and their children and to facilitate their access to social networks.

Finally, host-country institutions can establish links with isolated migrant parents via their children's education. Education institutions such as early childcare facilities and primary schools are often among the few actors to meet and interact with these parents. Indeed, facilitating parents' involvement in school, preschool, and childcare not only benefits their children but can also help to activate parents themselves by improving their language learning and social integration. In Ireland, for example, partnerships between pre-primary programmes and community services support hard-to-reach migrant families. Schools in Canada and New Zealand use specific liaison or settlement workers to reach out to immigrant parents, help them understand the school system, support their children's education and deal with challenges that may arise. In the German city of Hannover, elementary schools organise biweekly meeting groups (so-called backpack parent groups) for immigrant parents at their children's school to instruct parents about the topics taught in their child's class, teach them host-country language skills and encourage them to participate in school activities. The meetings are tutored by immigrant parents with host-country language proficiency who have completed a 9-months training module which is organised in co-operation with the workers' welfare association (AWO). Meetings are scheduled during school hours, and childcare is provided for younger children. Similar programmes have been implemented in the Austrian states Upper Austria, Salzburg and Tyrol in the framework of the "Backpack Parents Project", and in Luxembourg, where the "Sac d'histoire" project provides literacy support to immigrant parents and involves them in school activities. Finally, the "Home Instruction for Parents of Pre-school Youngsters" (HIPPY) programme has helped connect low-educated parents with the labour market and improved their children's education outcomes in several OECD countries.

Notes

1. These figures refer to the share of family migrants among permanent migration. However, most OECD countries also allow some categories of temporary migrants, such as intra company transferees and other selected categories of highly skilled temporary migrant workers, to bring their spouse and children with them. Rough estimates suggest that at least 200 000 persons annually make use of this entitlement (OECD, 2017a).
2. The increase in employment rates after long durations of stay partly reflects the labour market entry of migrants who arrived as children. The labour market integration of family migrants who arrived as adult family migrants hence likely proceeds slowly.
3. For an overview on the framework for individual rights to family life see OECD (2017a). In general, non-citizens' ability to sponsor family members depends on their residence status. Permanent-type migrants – those with long-term and renewable permits or those granted permanent residence – generally have some access to family reunification. Temporary categories where the status is not renewable generally do not, although there are exceptions for students, researchers and temporary workers in most countries.
4. The pre-purchase of language courses replaced the possibility to pay a bond that could be refunded if a satisfactory standard was reached within 12 months.
5. However, in Greece, based on EU Regulation 1030/2002, a fee of EUR 16 is applicable to all residence permits issued in the form of an electronic permit. The amount corresponds to the cost of producing and issuing the e-residence permit.
6. Like minor children, another group that often benefits from favourable conditions for family reunification are humanitarian migrants. Most European OECD countries, for example, encourage an early arrival of the family members of refugees by exempting their sponsors from most legal requirements including financial resources, housing and health insurance – if they apply for family reunification within the first three months after being granted protection (OECD, 2016d).
7. For further information see <http://www.dw.com/de/deutsch-lernen/s-2055>.

8. Canada is also among the countries that organises pre-departure orientation sessions in origin countries, during which eligible family migrants are informed and referred to the adequate services in the host country already prior to departure (see Lesson 2). In such cases, post-arrival orientation helps reinforcing and contextualising the information provided in information sessions prior to departure.
9. Moreover, the Austrian Integration Fund (AIF) offers nationwide free language training for all migrants and refugees through the volunteering project “Meetingpoint German” (see Table 2a).
10. Evidence from Norway suggests that a cash-for-care subsidy may have reduced the labour supply of the immigrant women concerned by as much as 15% (OECD, 2014).
11. Family members of students, on the other hand, often require a separate work permit. Exceptions include Canada, where they have unlimited access and Australia, where the number of hours a student’s partner may work is limited, except for partners of graduate students.
12. Following a change in New Zealand’s tertiary education structure that abolished local tertiary qualifications the Whānau Ara Mua programme has evolved into a new national programme, which is based on the new New Zealand Certificate in Foundation Skills. In 2017, the new “Level 2 Whānau Ara Mua Certificate in Intergenerational Learning” was available in 14 venues across Auckland (Mosley, 2016).
13. For further information on the projects in Austria see for example <http://www.nachbarinnen.at/> and <http://www.migrare.at/cms1/index.php/projektangebote/integrationsfoerdernde-projekte/projekt-nachbarinnen>.

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Annex A

Table A1. Requirements for family reunification in OECD countries, 2017

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Australia	No (except for reunification with parents)	Yes (sponsorship undertaking)	Yes (sponsorship undertaking)	No (but family members (of certain sponsor categories) without functional English language skills must pay additional fee prior to visa issuance)	Yes (but low priority if sponsor arrived as an Illegal Maritime Arrival)
Austria	No (except for beneficiaries of subsidiary protection: 3 years after final decision)	Yes (minimum monthly subsistence threshold)	Yes	Yes: A1 (except if sponsor is a highly skilled worker, long-term resident or refugee; further exceptions possible for medical reasons)	Yes (during first three months after legally binding decision granting refugee status)
Belgium	Yes (with some exceptions)	Yes (120% of 'revenu d'intégration sociale')	Yes	No	Yes (during first year after decision granting international protection)
Canada	No	Yes (no reliance on social assistance)	Yes	No	Yes
Chile	No	No	No	No	No

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Czech Republic	<ul style="list-style-type: none"> • 6 months if sponsor holds an Employee Card • 15 months if sponsor holds long-term or permanent residence • No waiting period if sponsor is EU Blue Card holder, long-term resident in another EU country, EU Intra-Company Employee Transfer Card holder, humanitarian migrant or researcher and for dependent children) 	Yes (minimum monthly subsistence threshold)	Yes	No	Yes
Denmark	Yes: 3 years (except for sponsors with certain humanitarian and work permits)	Yes (no reliance on public assistance since 3 years and - for reunification with spouses and parents - in bank-backed collateral)	Yes	No	No (but requirements can be waived on a case-by-case basis)

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Estonia	No	Yes (minimum legal income requirement (for children: signed declaration) to cover costs of maintenance and medical treatment)	Yes (exceptions apply to some cases of legal migration)	No	Yes
Finland	No	Yes	No	No	Yes
France	Yes: 18 months	Yes	Yes	No	Yes
Germany	No (except in cases of family formation: 3 years)	Yes	Yes	Yes: A1 (family members of highly skilled workers, self-employed or humanitarian migrants and nationals of AUS, CAN, ISR, JAP, KOR, NZL, USA or EU/EEA/EFTA countries are exempt)	Yes
Greece	Yes: 2 years (except if sponsor is Greek or other EU national, EU Blue Card holder, holder of residence permit for investment purposes, of a “real estate owner” permit or of a permit for special purposes of public interest)	Yes (120% of annual wages of unskilled workers for reunification with spouse + 15% per child)	Yes	No	Yes (no waiting period, income and accommodation requirement if application for family reunification is submitted within 3 months from recognition of refugee status)
Hungary	No	Yes	Yes	No	Yes
Iceland	No	Yes (minimum support criteria of the city of Reykjavik)	Yes	No	No

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Ireland	Depends on sponsor category (1 year for immediate and 2 years for other family of work permit holders from visa required countries; no waiting period for family of Critical Skills Employment Permit Holders, Investors, Entrepreneurs, Researchers, ICTs, PhD students and humanitarian migrants)	Yes (no reliance on government benefits since 2 years)	No	No	Yes
Israel	No (for immediate family of migrants entitled to a permanent migrant status)	No (for migrants entitled to a permanent migrant status)	No (for migrants entitled to a permanent migrant status)	No	No
Italy	No	Yes	Yes (eased for children under 14 years of age)	No	Yes
Japan	No	Yes (if sponsor is a temporary worker or a resettled refugee who wants to reunite with non-immediate family members)	No	No	Case by case examination
Korea	Depends on sponsor category	Yes (except if the sponsor is a national and wants to reunify with a spouse with whom he/she has a minor child)	Yes	Yes (except if the sponsor is a national and wants to reunify with a spouse with whom he/she has a minor child)	Yes

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Latvia	No (except if sponsor is beneficiary of subsidiary protection: 2 years)	Yes	Yes	No	Yes
Lithuania	Yes: 2 years (except if sponsor holds an EU Blue Card, manager, investor, researcher, refugee or subsidiary protection permit)	Yes	Yes	No	Yes
Luxembourg	Yes: 1 year (except if sponsor holds an EU Blue Card, researcher, ICT or long-term resident permit)	Yes	Yes	No	Yes
Mexico	No	Yes	No	No	No
Netherlands	Yes: 1 year (except if sponsor is a student, highly skilled, scientific researcher, employee or self-employed)	Yes	No	Yes, A1 in CEF (family members of labour migrants and students are exempt)	Yes
New Zealand	No (except for reunification with parents, in which case a 3-year residence requirement applies unless the sponsor is a refugee)	No (except for reunification with parents unless sponsor is a refugee)	No (except for reunification with parents (sponsorship undertaking))	No (except accompanying children over 16, partners included in residence application and reunification with parents; alternatively these family members can pre-purchase a language class in NZL)	Yes (but annual cap and queue for family members of refugees)

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Norway	No (except in cases of family formation, where certain sponsors must document 4 years of full-time work or study in Norway)	Yes	No (except for reunification with parents)	No	Yes
Poland	Yes, 2 years	Yes	Yes	No	Yes (both refugee and subsidiary protection)
Portugal	No	Yes (150% of min. wage for reunification with spouse + 30% per child)	Yes	No	Yes
Slovak Republic	No	Yes	Yes	No	Yes
Slovenia	Yes: 1 year (for sponsors on a temporary residence permit except EU blue card holders, researchers, and workers in higher education)	Yes	No	No	Yes
Spain	Yes: 1 year (except if sponsor is EU long-term resident, EU Blue Card holder, student, researcher or beneficiary of the International Mobility scheme under law 14/13)	Yes	Yes (except if sponsor is student, researcher or beneficiary of the International Mobility scheme under law 14/13)	No	Yes

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
Sweden	No	Yes	Yes (except for reunification with minor children provided that the sponsor has a right to family reunification and that the application for family reunification is received within three months after the sponsor has been granted a residence permit)	No	Yes
Switzerland	No (exception: provisionally admitted foreigners)	Yes (in some cases, dependency on social assistance may be a reason for revoking the permit)	Yes	No (but with entry into force of the revision of the Federal Act on Foreign Nationals in 2018 pre-arrival language requirements (proof of enrolment in a language course) will be mandatory for family reunification)	Yes
Turkey	Yes 1 year (except scientists and former citizens)	Yes	Yes	No	No

Table A1. Requirements for family reunification in OECD countries, 2017 (*cont.*)

	Minimum length of residence for sponsor	Minimum income or other financial requirements for sponsor	Provision of accommodation	Pre-arrival language proficiency requirement for family member	Exceptions if sponsor is a refugee
United Kingdom	No (except for reunification with non-nuclear family members, which requires that sponsor is settled in the UK or has refugee/HP status)	Yes (minimum income threshold or maintenance requirement applies if sponsor is settled in the UK or has refugee/HP status)	Yes	Yes: A1 (if sponsor is settled in the UK or has refugee/HP status except for reunification with minor children and dependent adult relatives)	Yes
United States	No	Yes	No	No	Yes

Note: The provisions shown in this table assume that sponsors and family members are non-nationals. For the European OECD countries, it is moreover assumed that sponsors and family members are non-EU/EEA/EFTA nationals.

Source: OECD questionnaire on the integration of family migrants, 2017.

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