



# **NAVAL POSTGRADUATE SCHOOL**

**MONTEREY, CALIFORNIA**

## **THESIS**

**THE ROAD MAP TO SUCCESSFUL IMMIGRANT  
INTEGRATION FOR LOCAL LEADERS**

by

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December 2020

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**THE ROAD MAP TO SUCCESSFUL IMMIGRANT INTEGRATION FOR  
LOCAL LEADERS**

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from the

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## **ABSTRACT**

The United States has struggled to define and implement effective integration for immigrants because the immigration and integration systems are unwieldy and confusing. This thesis analyzes case studies at the national and local levels to determine what elements constitute effective integration policy. A rubric was created using the International Organization of Migration's definition of integration and the European Union's guiding principles to analyze and grade each case study. The rubric helped to rate the following elements: employment, education, and equal access to services; respect for cultures; and communication and participation. Each case study received scores for these elements on a scale of 1 to 5, with 5 representing complete integration of immigrants in the host country. This thesis finds that the integration process never ends; the more stakeholders who engage in the integration process, the better; and re-evaluating programs and policies after a certain period is crucial. These findings support the following recommendations for local leaders in the United States: 1) create an integration curriculum for new immigrants and continue the integration program even after the course's completion, 2) engage with as many stakeholders as early and as often as possible, and 3) understand that integration policy is continuous and requires constant improvement to ensure integration in the community.

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## LIST OF ACRONYMS AND ABBREVIATIONS.

|      |                                                                 |
|------|-----------------------------------------------------------------|
| AIPP | Atlantic Immigration Pilot Program                              |
| CIF  | Community Integration Fund                                      |
| DUO  | <i>Dienst Uitvoering Onderwijs</i> (Education Executive Agency) |
| EU   | European Union                                                  |
| HRC  | Human Relations Council                                         |
| IFC  | immigrant friendly city                                         |
| IOM  | International Organization of Migration                         |
| IRCC | Immigration, Refugees and Citizenship Canada                    |
| IRPA | Immigration and Refugee Protection Act                          |
| NIC  | National Integration Council                                    |
| OECD | Organization for Economic Cooperation and Development           |
| PNP  | Provincial Nominee Program                                      |
| SCJ  | Singapore Citizenship Journey                                   |

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## EXECUTIVE SUMMARY

Defining and understanding effective integration of immigrants at the local level continues to be a delicate issue across the United States. Since its founding, the United States has welcomed immigrants to build a better life, but doing so is often a difficult and confusing process for both the immigrants and the communities in which they live. The national approach to immigration has a clearly defined goal: naturalization or citizenship.<sup>1</sup> However, integration in the United States entails more than a path to citizenship because at the local level, integration policy attempts to address every aspect of an immigrant's life, not just immigration status. For example, the local policies often dictate what types of identification cards are accepted in a locality or whether an interpreter will be available at a government-run facility.<sup>2</sup> Although federal laws govern immigration and affect the immigrants trying to enter the United States, decisions at the local level determine the daily experiences of immigrants and the native-born population. Therefore, local-level integration policies have a greater impact on a larger percentage of the population than admission decisions at the border and are crucial in forming a community identity and spurring economic growth in any given area of the United States.

Immigration policy and its enforcement are hot-button issues in the United States today. The integration of immigrants permeates immigration policy in the nation. The federal government makes decisions about who to admit into the United States: this constitutes immigration policy. Once someone enters the United States, local leaders must figure out what to do with that person, how the person fits in the community, and how the community treats the person: this constitutes integration policy. This thesis analyzes several approaches to integration and presents recommendations for local leaders in the United States to better facilitate immigrant integration.

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<sup>1</sup> "10 Steps to Naturalization," Citizenship and Immigration Services, last modified November 13, 2020, <https://www.uscis.gov/citizenship/learn-about-citizenship/10-steps-to-naturalization>.

<sup>2</sup> Theo Majka and Jamie Longazel, "Becoming Welcoming: Organizational Collaboration and Immigrant Integration in Dayton, Ohio," *Public Integrity* 19, no. 2 (2017): 151–63, <https://doi.org/10.1080/10999922.2016.1256697>.

This thesis also assesses a common issue with studies of integration—how to define and measure integration. This thesis examines integration holistically by analyzing several case studies using a widely accepted definition, the European Union’s guiding principles, and quantitative and qualitative data.<sup>3</sup> Immigration and integration are a shared burden in the United States among federal and local government, non-governmental organizations, local law enforcement, and citizens at large. Several case studies distill different experiences into recommendations for local leaders in the United States.

This thesis conducts a comparative analysis of existing foreign (national level) and U.S. (local level) immigration integration policies to assess policy options for improving the promotion of immigrant integration into the United States. Specifically, this thesis examines national and local approaches through case studies of the Netherlands, Canada, Singapore, and Dayton, Ohio. These countries and localities have all taken different approaches and enacted different laws to encourage or discourage the integration of immigrants. These cases were chosen because each enacted policy at the local level that influenced integration in that area and the surrounding areas.

This thesis adopts the International Organization of Migration’s definition of integration: “the process of mutual adaptation between the host society and the migrants themselves, both as individuals and as groups.”<sup>4</sup> To measure how successful each of these countries and localities has been at integration, this thesis uses the Common Basic Principles for Immigrant Integration, adopted and published by the Council of Justice and Home Affairs of the European Union in November 2004.<sup>5</sup> This thesis groups the 11 principles thematically into three broader categories: employment, education, and equal

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<sup>3</sup> International Organization for Migration, “IOM and Migrant Integration” (Geneva, Switzerland: International Organization for Migration, 2012), <https://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/IOM-DMM-Factsheet-LHD-Migrant-Integration.pdf>; Council of the European Union, “2618th Council Meeting” (Brussels: Council of the European Union, 2004), [https://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/jha/82745.pdf](https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/82745.pdf); “Integration Scoreboard: Canada,” Compare Your Country, accessed May 26, 2020, <https://www1.compareyourcountry.org/indicators-of-immigrant-integration/en/0/all/default/all/CAN>.

<sup>4</sup> International Organization for Migration, *Integration and Social Cohesion: Key Elements for Reaping the Benefits of Migration* (Geneva, Switzerland: International Organization for Migration, 2017), 1, [https://www.iom.int/sites/default/files/our\\_work/ODG/GCM/IOM-Thematic-Paper-Integration-and-Social-Cohesion.pdf](https://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Integration-and-Social-Cohesion.pdf).

<sup>5</sup> Council of the European Union, “2618th Council Meeting.”

access to services; respect for cultures; and communication and participation. Each case study is scored on a 1-5 scale in each category based on how well they address these principles in policies and programs.

The first finding is that the integration process is ongoing. If integration is considered complete, either party can disengage, and the communication can slow or stop, thus causing the end of mutual adaptation. The next finding is that the more stakeholders who engage in the integration process, the better. In other words, the more stakeholders involved, the more communication and adaptation between parties. The final finding establishes that a re-evaluation of program and policies after a certain period is crucial. This re-evaluation is the type of two-way communication and mutual adaptation that creates an effective system of integration.

Based on these findings, this study makes the following recommendations to local leaders in the United States, while acknowledging challenges that local leaders may face because of the way the U.S. immigration system is structured:

1. Create an integration curriculum for new immigrants and a continuing integration program for those who have completed the first curriculum.
2. Engage with as many stakeholders as possible as early and often as possible.
3. Be clear that integration policy continues in the locality, requiring a constant improvement process to make the locality the best it can be.

By implementing these recommendations, local leaders could be more effective at integrating immigrants and, in turn, creating a better community for all to live.

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## **I. INTRODUCTION**

Defining and understanding the integration of immigrants at the local level continues to be a delicate issue across the United States. Since its founding, the United States has welcomed immigrants to build a better life, but doing so is often a difficult and confusing process for both the immigrants and the communities in which they live. The national approach to integration has a clearly defined goal of citizenship. However, integration in the United States entails more than a path to citizenship because at the local level, integration policy attempts to address every aspect of an immigrant's life, not just immigration status. For example, the local policies often dictate the social benefits available and the type of economic opportunities in a given area for an immigrant. Although federal laws govern immigration, decisions at the local level determine the daily experiences of immigrants.

Immigration policy and its enforcement are hot-button issues in the United States today. The integration of immigrants permeates immigration policy in the nation. On the one hand, the federal government makes decisions about who to admit into the United States: this constitutes immigration policy. On the other hand, once someone enters the United States, local leaders must decide what to do with that person, how the person fits in the community, and how the community treats the person: this constitutes integration policy. Through the use of case studies, this thesis analyzes the integration policies and practices of several localities to provide recommendations for local leaders in the United States to better facilitate immigrant integration.

### **A. RESEARCH QUESTION**

What constitute the elements of effective integration of immigrants at the local level?

### **B. LITERATURE REVIEW**

This literature review examines the academic debates on several different aspects of integration in an effort to streamline terms and unpack the nuanced language used by

different scholars to describe theories of integration. The literature in this review comes from peer-reviewed articles from scholarly sources in the fields of sociology and immigration policy. The sources are balanced or self-identify biases and address them throughout the writings.

A large body of literature opines that integration of immigrants into “American” culture begins at a local, or even individual, level. Newman and Johnson hypothesize that race and the economy’s health drive attitudes on immigrants, immigration, and integration.<sup>1</sup> These two underlying themes emerge in almost all of the studies on motivations for expanding or restricting immigration. Newman and Johnson’s piece on the immigration backlash theory does the best job of boiling down the issue and its evolution. Newman and Johnson posit that during economic downturns in the United States, attitudes of the non-immigrant American population toward immigrants sour because of a perceived loss of opportunity for the non-immigrant American.<sup>2</sup> This anti-immigrant attitude permeates American society and affects immigration nationally, not to mention integration policies developed and implemented by elected officials at the local level.

Newman and Johnson further note that an individual problem, namely a lack of income or personal financial difficulty, may be attributed to immigrants. Then, once enough people go through similar personal difficulties, they begin to blame the immigrants who replace them at the warehouse or plant, inevitably creating a local societal problem. At this point, Newman and Johnson believe the idea gains momentum because it becomes a political problem at the local level.<sup>3</sup> They maintain that the immigration backlash hypothesis applies when people do not like the ethnic change happening around them. Those people feel threatened by the change and hold local government officials accountable.<sup>4</sup> When those same officials get elected, they deliver on their campaign promises by passing laws that restrict immigration, such as those passed in Arizona and

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<sup>1</sup> Benjamin J. Newman and Joshua Johnson, “Ethnic Change, Concern over Immigration, and Approval of State Government,” *State Politics & Policy Quarterly* 12, no. 4 (2012): 415–37, <https://www.jstor.org/stable/24711095>.

<sup>2</sup> Newman and Johnson.

<sup>3</sup> Newman and Johnson, 422.

<sup>4</sup> Newman and Johnson, 423.

Alabama at the end of the aughts. These states exemplify the immigration backlash hypothesis in practice.

The process of changing the lens from an individual discomfort to a societal problem was first described by Brody and Sniderman in 1977 as “shifting the locus of concern.”<sup>5</sup> As Newman and Johnson stress, oftentimes, this shift gives the original complainant more economic opportunity, making her or him happy and motivated to vote again for that individual, which keeps the politician in his or her seat and “strengthens” the economy.<sup>6</sup> While studying the immigration backlash hypothesis, Newman and Johnson observed that in parts of California, Caucasians who lived in mostly Hispanic areas focused more on immigration than those whose areas were home to fewer Hispanic residents or had less Hispanic growth.<sup>7</sup> In 2016, Grant Rissler documented similar results in Virginia.<sup>8</sup> The study focused on the effects of local-level bureaucrats on integration. Rissler found that in larger cities, career bureaucrats, not politicians, were the ones who could move or stop policies within the approval process.<sup>9</sup> This interesting nuance from Newman and Johnson’s immigration backlash approach as interpreted by Rissler’s theory insinuates that not only political appointees or politicians but also career workers have power in local-level policy decisions.

Another interesting study, which examines the Salvadoran community in Los Angeles, looks into the role of race and ethnicity in integration and immigration at the local level. Although Kotin, Dyrness, and Irazábal’s study seems more “immigrant friendly” than others, it highlights the racial element of integration and introduces the idea of binationalism. Kotin, Dyrness, and Irazábal examine the policies and effects of two

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<sup>5</sup> Newman and Johnson, 422.

<sup>6</sup> Newman and Johnson, 422–23.

<sup>7</sup> Newman and Johnson, 424.

<sup>8</sup> Newman and Johnson, “Ethnic Change”; Grant E. Rissler, “Varied Responsiveness to Immigrant Community Growth among Local Governments: Evidence from the Richmond, Virginia, Metropolitan Area,” *State & Local Government Review* 48, no. 1 (2016): 30–41.

<sup>9</sup> Rissler, “Varied Responsiveness to Immigrant Community Growth.”

different, largely Latin-American agencies on the local Salvadoran community.<sup>10</sup> One agency was religious, the other a civic agency, and both agencies had contacted the local immigrant community and connected with new Salvadoran immigrants in Los Angeles.<sup>11</sup> Kotin, Dyrness, and Irazábal suggest that religion acts as a bridge for new immigrants from their old cultures and customs to their new country.<sup>12</sup> Indeed, such old customs and traditions as religious parades to celebrate holidays held in a new venue, such as the streets of Los Angeles, allow these immigrants to create a binational identity, whereby they become familiar with their new homes while keeping some of their old culture, which arguably is the goal of integration.<sup>13</sup> This article does a great job of examining the breadth of effects from population changes, not only on host societies but also on immigrants as individuals and groups.<sup>14</sup> These pieces highlight their integration is not just an economic issue; there are personal and societal effects on everyone involved. While individuals may adopt a pro-immigrant or anti-immigrant stance for personal reasons, personal reasons turn into societal problems with ramifications for everyone at both an individual and societal level.

In the most candid study encountered thus far, Ybarra, Sanchez, and Sanchez explore the effects of the great recession in the early 2000s on immigration policy. They found that the recession forced receiving countries to limit immigration flow and encourage immigrants to leave.<sup>15</sup> Citing a 2005 survey of all 50 states, the authors observe that the greater the number of foreign-born residents and the fewer the jobs available, the greater the perceived job threat from immigrants. When jobs and economic growth are threatened, the divide forms across racial majority–minority lines. The authors hypothesize that

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<sup>10</sup> Stephanie Kotin, Grace R. Dyrness, and Clara Irazábal, “Immigration and Integration: Religious and Political Activism for/with Immigrants in Los Angeles,” *Progress in Development Studies* 11, no. 4 (2011): 263–84, <https://doi.org/10.1177/146499341001100401>.

<sup>11</sup> Kotin, Dyrness, and Irazábal.

<sup>12</sup> Kotin, Dyrness, and Irazábal.

<sup>13</sup> Kotin, Dyrness, and Irazábal.

<sup>14</sup> Kotin, Dyrness, and Irazábal.

<sup>15</sup> Vickie D. Ybarra, Lisa M. Sanchez, and Gabriel R. Sanchez, “Anti-Immigrant Anxieties in State Policy: The Great Recession and Punitive Immigration Policy in the American States, 2005–2012,” *State Politics & Policy Quarterly* 16, no. 3 (2016): 313–39, <https://doi.org/10.1177/1532440015605815>.

although economic issues may be the vehicle for immigration policy changes, the presence of racialized immigrant populations must first exist.<sup>16</sup> Ybarra, Sanchez, and Sanchez conclude that racial or ethnic population variables have the greatest substantive impact on immigration policy changes.<sup>17</sup> However, in areas with increasing populations of multiple ethnic groups, including Asian populations, immigration policy does not typically change.<sup>18</sup> This article furthers the idea that there is more to integration than economic drivers.<sup>19</sup> While economic gains and losses are easiest to identify and measure, other factors—such as education, housing, and instances of discrimination based on race, ethnicity, and religion—may determine whether integration policies are working.

In conclusion, the literature addresses different reasons for more- or less-effective integration strategies across the United States. While several of the scholars acknowledge that the health of the economy is the most easily identifiable, measurable indicator of a community's financial health, most of them address other factors as more influential when discussing effective integration of immigrants, namely race, ethnicity, and politics. The literature stresses that race, money, and politics all play a role in integration practices and policies.

The literature describes how individuals may take a position on integration because they have been deprived of money, dislike a certain race, or perceive integration to be better or worse for their political positions. Once these positions begin to spread to other individuals, they become a community or societal problem, which is often manifest in the political process and by elected representatives. Those elected officials are then held accountable to fix the perceived societal problem, which at times includes integration policies. The literature does not adequately address how to combat this process from the local government perspective. While some of the case studies address non-governmental organizations or career bureaucrats' approaches to addressing integration policies or programs, they do not address those of local leadership or elected officials.

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<sup>16</sup> Ybarra, Sanchez, and Sanchez.

<sup>17</sup> Ybarra, Sanchez, and Sanchez.

<sup>18</sup> Ybarra, Sanchez, and Sanchez.

<sup>19</sup> Ybarra, Sanchez, and Sanchez.

### C. RESEARCH DESIGN

This thesis presents a comparative analysis of existing foreign (national level) and U.S. (local level) immigration integration policies to assess policy options for improving the promotion of immigrant integration into the United States. Specifically, this thesis examines national and local approaches through case studies of the Netherlands, Canada, Singapore, and Dayton, Ohio. These countries and localities have all taken different approaches and enacted different laws to encourage or discourage the integration of immigrants. These cases were chosen because each enacted policy at the local level to influence integration in that area and the surrounding areas.

This thesis adopts the International Organization of Migration (IOM)'s definition of integration: "the process of mutual adaptation between the host society and the migrants themselves, both as individuals and as groups."<sup>20</sup> To measure how successful each of these countries and localities has been at integration, this thesis uses the Common Basic Principles for Immigrant Integration, adopted and published by the Council of Justice and Home Affairs of the European Union (EU) in November 2004.<sup>21</sup> The principles are as follows:

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.
2. Integration implies respect for the basic value of the European Union.
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
4. Basic knowledge of the host society's language, history and institutions is indispensable to integration; enabling immigrants

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<sup>20</sup> International Organization for Migration, *Integration and Social Cohesion: Key Elements for Reaping the Benefits of Migration* (Geneva, Switzerland: International Organization for Migration, 2017), 1, [https://www.iom.int/sites/default/files/our\\_work/ODG/GCM/IOM-Thematic-Paper-Integration-and-Social-Cohesion.pdf](https://www.iom.int/sites/default/files/our_work/ODG/GCM/IOM-Thematic-Paper-Integration-and-Social-Cohesion.pdf).

<sup>21</sup> Council of the European Union, "2618th Council Meeting" (Brussels: Council of the European Union, 2004), [https://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/jha/82745.pdf](https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/82745.pdf).

to acquire this basic knowledge is essential to successful integration.

5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.
7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.<sup>22</sup>

These 11 principles are the pillars by which immigrants and host countries may build a relationship and write integration policies. The principles serve as guideposts for communities that are working on integrating immigrants. This thesis analyzes how well each case study follows principles 3 through 12. Principle 1 is similar to the IOM's definition of integration, which this thesis adopts as the model definition for integration, so it does not need to be considered. Principle 2 does not need to be considered as this

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<sup>22</sup> Council of the European Union, 24.

thesis assumes the countries and localities have enacted policies and programs because they respect themselves, and not all are located in the EU.

Principles 3 through 12 make clear that employment, education, and equal access to services are all important to integrating communities. Respect for the arriving immigrants' culture as well as the host's culture is also important, according to the guidelines. Moreover, according to the EU, communication and participation seem to be the keys to integration. The EU subscribes to the IOM's definition and recommends constant communication between hosts and immigrants. It is through communication that adaptation happens, integration policies normalize, and policies are critiqued and re-evaluated. Rather than evaluate each case study using every principle, this thesis applied the three aforementioned categories, which represent groups of principles. Each case study received a score on a scale of 1 to 5 in the following areas.

### **1. Employment, Education, and Equal Access to Services**

This category measures the employment rates, education rates, and policies in place to ensure immigrants have the same level of access as native-born citizens. This category analyzes not just numbers but how well the policies in place provide the same kinds of opportunities to both immigrants and native-born citizens and how successful a case study is at making integration policy mainstream policy. A high score in this category means, broadly, that immigrants are as educated and as employed and have the same access to services as native-born citizens in a particular case. This category includes principle numbers 3, 5, 6, and 10 of the original 11. A score of 1 constitutes low employment, meaning employment equals half or less that of native-born citizens; low education, meaning education opportunities equal half or less that of native-born citizens; and unequal access to services. A score of 2 constitutes employment and education at 60 percent that of native-born citizens. A score of 3 constitutes employment and education at 70 percent that of native-born citizens and approaches greater parity. A score of 4 constitutes 80 percent that of native-born citizens. A score of 5 is near equality. The percentages were determined by analyzing the applicable data and comparing the policies and programs from each of the case studies to assign a holistic score for the categories.

## **2. Respect for Cultures**

This category analyzes how well the policies in place provide for the practice of multiple cultures and religions. It also evaluates how well each case study prepares immigrants for life in their locality by providing the immigrants with the host's history, traditions, and languages. A high score in this category means, broadly, that immigrants and the host both understand each other's history, languages, and cultures and are respectful of each other's cultural practices. This category includes principle numbers 4 and 8 of the original 11. A score of 1 constitutes no effort by the host country, a score of 2 constitutes a marginal effort to accommodate culture and language, a score of 3 constitutes programs to teach culture and language and an effort by the host country to reciprocate, a score of 4 represents a reciprocal accommodation, and a score of 5 represents a superior effort.

## **3. Communication and Participation**

This category analyzes how well the policies in place facilitate interaction between immigrants and native-born citizens, in either personal or professional capacities. It also evaluates how well each case study measures its success, whether it be a vote or a diploma, in an ongoing process. A high score in this category means that the immigrants and native-born citizens interact frequently. Further, it means that each stakeholder has clear expectations for itself and others and understands those expectations. Lastly, a case study that has a structured re-evaluation plan, which includes feedback, analysis, and a path to implementation of such feedback earns a high score. This category includes principle numbers 7, 9, and 11 of the original 11. A score of 1 constitutes little or no interaction, a score of 2 constitutes some interaction, a score of 3 constitutes greater interaction and formal programs to facilitate the relationship, a score of 4 approaches greater parity and informal communication, and a score of 5 reflects support for ongoing communication and a continued relationship.

These scores measure how successful the case study is compared to the others given the available data. A score of 1 is least successful while a score of 5 is most successful. This study analyzed each case using these principles and several data points collected in

surveys, such as the Organization for Economic Cooperation and Development’s 2018 survey and report, to determine whether the locality has successfully integrated immigrants.<sup>23</sup> The data include population growth, education level, unemployment level, average income, housing numbers, health conditions, participation in national elections, and instances of discrimination in each area.<sup>24</sup> This study used primary sources—government policies from Singapore, Canada, and the Netherlands, including policy documents, hearing transcripts, and surveys conducted by the governments—and secondary sources—including peer-reviewed articles, books, and media articles.

Finally, using the findings of this comparative analysis, this thesis provides recommendations for policymakers to improve existing local policies on integration in the United States. A society never arrives at the end of the integration process because it continues as long as new people keep coming. Measuring integration proves quite difficult. This author combined the principles and survey results to create recommendations for local leaders. These recommendations act as reminders and guideposts for local leaders who are interested in applying the IOM’s definition and the EU’s principles of integration in their localities and who recognize the ongoing nature of integration and need for adaptation to achieve such integration.

#### **D. CHAPTER OUTLINE**

The following four chapters are case studies of integration policies and programs that were developed and implemented at both a national and local level. Each case study begins with a history of immigration and integration policies. Next, the chapter presents data, from either local surveys or the Organization for Economic Cooperation and Development’s integration project, on immigrants’ education, housing, income, and employment and instances of discrimination toward them in the locality compared to natural-born citizens. Then, each case is analyzed using the IOM’s definition of integration

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<sup>23</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018: Indicators of Immigrant Integration* (Brussels: OECD Publishing, 2018), <https://doi.org/10.1787/9789264307216-en>.

<sup>24</sup> “Integration Scoreboard: Canada,” Compare Your Country, accessed May 26, 2020, <https://www1.compareyourcountry.org/indicators-of-immigrant-integration/en/0/all/default/all/CAN>.

and the EU's principles as guideposts to measure progress toward integration. Finally, each chapter concludes with a few takeaways on the effects of that locality's policies and programs on the immigrant population.

Chapter VI of this thesis compares and analyzes all four of the case studies to build recommendations for local leaders in the United States who are considering the development and implementation of integrations policies and programs. The concluding chapter also briefly describes the U.S. immigration system and explains how local leaders can navigate the federal immigration landscape to integrate immigrants effectively into their localities.

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## **II. THE NETHERLANDS**

The Netherlands' approach to immigration and integration changed several times in a relatively short period. The retraction of the Dutch Kingdom and the needs of the post-World War II Dutch economy seem to be the catalysts for changes to the policies. The Dutch decided who they would let in to help rebuild their economy with strict guidelines and limited benefits. For example, the Moluccans were forced to live in dormitories, allowed to stay only as migrant workers or soldiers, and never really welcomed to stay permanently, until policy began to change to accommodate family reunification.<sup>25</sup> As the Netherlands began expanding who was allowed into the country, it also began raising expectations once people arrived. As part of the naturalization process, the Netherlands created a mandatory integration curriculum, which was designed to teach new immigrants the Dutch language and way of life.<sup>26</sup> If immigrants fail to complete this course successfully, they are fined.<sup>27</sup> A time limit for completion of the curriculum after arrival has also been instituted.<sup>28</sup>

The histories of the policies coupled with the data collected on natural-born and foreign-born Dutch citizens show that while the integration policies of the Netherlands address several of the EU's principles, they fail to meet the definition of integration per the IOM because the immigrant in the Netherlands adapts much more to the country than the country to the immigrant.

### **A. HISTORICAL BACKGROUND**

Although immigration in the Netherlands has a long history, integration policy is only about 40 years old. Those 40 years have featured four major integration-related policy

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<sup>25</sup> "History of Immigration in the Netherlands," University College London, accessed May 8, 2020, [https://www.ucl.ac.uk/dutchstudies/an/SP\\_LINKS\\_UCL\\_POPUP/SPs\\_english/multicultureel\\_gev\\_ENG/pages/geschiedenis\\_imm.html](https://www.ucl.ac.uk/dutchstudies/an/SP_LINKS_UCL_POPUP/SPs_english/multicultureel_gev_ENG/pages/geschiedenis_imm.html).

<sup>26</sup> "Naturalisation," Immigration and Naturalisation Service, Dutch, accessed May 22, 2020, <http://ind.nl:80/en/dutch-citizenship/Pages/Naturalisation.aspx>.

<sup>27</sup> Immigration and Naturalisation Service, Dutch.

<sup>28</sup> Immigration and Naturalisation Service, Dutch.

periods. From 1978 to the early 1990s, a “minorities” policy stayed in effect, providing permanent status to guest workers for the first time. From the 1990s until the turn of the millennium, an “integration” policy controlled the immigration and integration landscape by mandating Dutch language and Dutch history classes for new arrivals while passing laws facilitating immigrants’ ability to fill government jobs. Finally, after the start of the 21st century, a “new style” took control, namely adding consequences, in the form of financial sanctions, for those who did not participate and pass the integration curriculum that had been developed in the 1990s.<sup>29</sup> Each of these periods were formed and influenced by political and societal demands, such as the need for a temporary labor force to rebuild the economy and a cohesive national identity.

### **1. Before 1978**

Before 1978, the Netherlands did not have a formal integration policy. After World War II, most of the country needed to be rebuilt or revitalized.<sup>30</sup> The Dutch government responded by inviting laborers from several Mediterranean countries to rebuild the country.<sup>31</sup> In the beginning, such workers had no restrictions, but as the number of immigrants grew, the government realized it needed to institute some checks on the system.<sup>32</sup> During the initial rebuilding period, many workers came as visitors and secured jobs and work permits.<sup>33</sup> To control the numbers, the Dutch government entered into recruiting agreements with different countries and required that work permits be granted prior to the workers’ arrival.<sup>34</sup> By the early 1970s, immigration into the Netherlands depended largely on the Dutch economy; that decade’s oil crisis seriously crippled the

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<sup>29</sup> Peter Scholten, “Frames and Frameshifts in Dutch Immigrant Integration Policy and Research,” in *Framing Immigrant Integration: Dutch Research-Policy Dialogues in Comparative Perspective* (Amsterdam: Amsterdam University Press, 2011), 68, <https://doi.org/10.2307/j.ctt46mt6p.7>.

<sup>30</sup> University College London, “History of Immigration in the Netherlands.”

<sup>31</sup> University College London.

<sup>32</sup> Hans van Amersfoort and Rinus Penninx, “Regulating Migration in Europe: The Dutch Experience, 1960–92,” *Annals of the American Academy of Political and Social Science* 534 (1994): 133–46.

<sup>33</sup> Van Amersfoort and Penninx, 135.

<sup>34</sup> Van Amersfoort and Penninx, 135.

economy, resulting in significant job loss.<sup>35</sup> As a result, labor migration came to a halt. Nevertheless, a law passed in 1974 allowed for family reunification of those who were still in the Netherlands working.<sup>36</sup> Despite the lack of an official integration policy until 1978, immigration and integration focused on workers and their families.

Another specific event that influenced immigration in the Netherlands before 1978 was Suriname's declaration of independence from the Dutch Kingdom in 1975. Ahead of the declaration, thousands of Surinamese began to immigrate to the Netherlands.<sup>37</sup> This development was significant because prior to 1978, the Dutch took a differentialist approach to the people it allowed in, so immigrants were differentiated by their status as Dutch citizens.<sup>38</sup> Once Suriname was no longer part of the Dutch Kingdom, the Surinamese lacked the preference to settle and remain in the Netherlands that they had enjoyed before Suriname's independence. This change left thousands of Surinamese in limbo in the Netherlands about the status of their Dutch citizenship.<sup>39</sup>

Furthermore, the government detailed four types of migrant: colonial, labor, family, and asylum. Although the controlling factor was country of origin, and its status as part of the Dutch Kingdom, the type of migrant categories influenced treatment and expectations of migrants. All migrants in the Netherlands at this time were encouraged to maintain strong ties with their homelands to ease re-integration there.<sup>40</sup> Making large numbers of immigrant laborers live in barracks with people of the same nationality and teaching classes

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<sup>35</sup> University College London, "History of Immigration in the Netherlands."

<sup>36</sup> University College London.

<sup>37</sup> University College London.

<sup>38</sup> Scholten, "Frames and Frameshifts," 71. Practically speaking, this approach meant that the Surinamese and Antilleans were considered part of the Dutch Kingdom, but Moluccans, Turks, and others were not. In the case of the Moluccans, the Dutch forced approximately 12,500 men, women, and children to leave their lands near Indonesia to fight for the Dutch in the war and then never held up their part of the bargain—to establish the Republic of Maluku Selatan in Indonesia. Not only were the Moluccans rejected as part of the Dutch Kingdom; they were held in dorms and not allowed to work at first. After the war, Moluccans were seen as soldiers and then as temporary workers who would stay only as long as the work demanded them to stay. Around 300,000 Moluccans arrived between the end of World War II and the mid-1960s. By contrast, the Surinamese and Antilleans were allowed to come and go as they pleased because they were considered part of the larger kingdom.

<sup>39</sup> University College London, "History of Immigration in the Netherlands."

<sup>40</sup> Scholten, "Frames and Frameshifts," 71.

in the native language constantly reminded migrants of their temporary status in the Netherlands and the expectation for them to return home.

## **2. 1978 to Early 1990s: Minorities Policy**

By the late 1970s, the Dutch generally accepted that laborers and their families who had arrived over the previous decades would remain in the Netherlands permanently, so they needed a place in society, thus giving birth to the minorities policy.<sup>41</sup> In 1978, the minorities policy gave permanent status to guest workers and colonial migrants.<sup>42</sup> For the first time, they were considered immigrants and given the title of “permanent cultural or ethnic minorities.”<sup>43</sup> After reinforcing the importance of family reunification, the government adopted a new narrative—that the Netherlands was a country of migrants who had a place in the Netherlands.<sup>44</sup>

The government also branded immigrants as a “minority,” which implies greater importance, or at least larger in numbers, to the majority. The minorities period aimed to give minorities an equal position and full opportunity for development in the Netherlands.<sup>45</sup> The Dutch government tried to achieve this equal position by offering free language classes and vocational programs to immigrants who had lost their jobs during the economic downturn.<sup>46</sup> The classes were not mandatory and made it easier for immigrants to communicate with native-born Dutch, while keeping their native culture. The previous four types of migrant changed to the following seven: Moluccans, Surinamese, Antilleans, foreign workers, gypsies, caravan dwellers, and refugees.<sup>47</sup> Changing the labels of each group was significant because the new labels began to identify specific groups of people instead of the purpose for immigration.

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<sup>41</sup> “Dutch Government and the Immigrants,” University College London, accessed May 8, 2020, [https://www.ucl.ac.uk/dutchstudies/an/SP\\_LINKS\\_UCL\\_POPUP/SPs\\_english/multicultureel\\_gev\\_ENG/pages/autochtonen.html](https://www.ucl.ac.uk/dutchstudies/an/SP_LINKS_UCL_POPUP/SPs_english/multicultureel_gev_ENG/pages/autochtonen.html).

<sup>42</sup> Scholten, “Frames and Frameshifts,” 72.

<sup>43</sup> University College London, “History of Immigration in the Netherlands.”

<sup>44</sup> University College London.

<sup>45</sup> Scholten, “Frames and Frameshifts,” 72.

<sup>46</sup> University College London, “Dutch Government and the Immigrants.”

<sup>47</sup> Scholten, “Frames and Frameshifts,” 72.

The minorities policy marked a significant shift of the status of immigrants in the Netherlands. Politically, the people of the Netherlands saw the minorities policy as a positive development.<sup>48</sup> This policy expanded economic opportunities for all residents by changing the purpose of immigration in the country, which had primarily been to supply labor.<sup>49</sup> The minorities policy also rejected the ideas of differentialism, which had meant people were treated differently based on their nationality; instead, assimilation simultaneously created one group—the minority—and recognized that group as different from Dutch natives.<sup>50</sup> This period set the tone for the integration policies the Netherlands uses today. This period identified the groups considered the majority and those considered a minority. This distinction is important because the Dutch policies today want as many new immigrants—the minority—to become members of the majority—Dutch citizens—as quickly as possible via mandatory integration courses.

### **3. 1990s–2000s: The Immigrant/Integration Policy**

The Dutch government began instituting the laws and policies that formed the current integration policy during this period. From the early 1990s until around the turn of the millennium, the Dutch government instituted an integration policy to help newly arriving immigrants integrate into Dutch society more quickly.<sup>51</sup> The main takeaways of the integration period were that, in an effort to be more diverse, the Dutch government began hiring more minorities and re-examining its laws to eliminate those seen as unfair to minorities.<sup>52</sup> The Dutch government achieved these goals through laws such as the Employment Equity Act, which established hiring protocols, educational trajectories, and expectations for new arrivals on a national scale.<sup>53</sup> The law also required new immigrants to learn the Dutch language and basic information about Dutch history and society.<sup>54</sup> The

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<sup>48</sup> Scholten, 72.

<sup>49</sup> Scholten, 72.

<sup>50</sup> Scholten, 72.

<sup>51</sup> University College London, “Dutch Government and the Immigrants.”

<sup>52</sup> Scholten, “Frames and Frameshifts,” 74.

<sup>53</sup> Scholten, 74–75.

<sup>54</sup> Scholten, 76.

Dutch government began free language classes in every local area across the entire nation.<sup>55</sup> In return, it removed any label from the person's record based on nationality, ethnicity, or immigration status.<sup>56</sup> The 1990s were a busy decade in the Netherlands for integration policy. The decade saw several laws passed and policies implemented aimed at helping new immigrants learn about Dutch society, which is consistent with the EU's principles. Notably, the laws passed during the 1990s represented the first time the government's actions aligned with the EU's principles.

Around the turn of the millennium, the Dutch government began forcing its integration policies on newly arriving immigrants. The federal legislature passed a new integration law called the Newcomers' Integration Law.<sup>57</sup> By making Dutch language and history classes mandatory, this law shifted the onus of integrating immigrants from the government to the individual immigrant.<sup>58</sup> The law represented another significant shift in the direction of assimilation and national identity, as fueled by a perceived need for national unity. In observing the tragic terrorist attacks in the United States on September 11, 2001, the Dutch government felt it could avoid a similar incident if everyone believed in one national identity.<sup>59</sup> Dutch politicians wanted to know whether the people who were immigrating could embrace the national Dutch identity.<sup>60</sup> The goal of this policy was to "close the distance between immigrants and the native Dutch."<sup>61</sup> An integration course focused on learning language, vocational training, and social orientation was mandatory for all immigrants who were in the country for less than a year.<sup>62</sup> Failure to complete this course resulted in sanctions (usually financial) for the immigrant—though it bears mentioning that the EU does not expressly prohibit the mandating of integration courses.<sup>63</sup>

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<sup>55</sup> University College London, "Dutch Government and the Immigrants."

<sup>56</sup> Scholten, "Frames and Frameshifts," 75.

<sup>57</sup> University College London, "Dutch Government and the Immigrants."

<sup>58</sup> University College London.

<sup>59</sup> Scholten, "Frames and Frameshifts," 77.

<sup>60</sup> Scholten, 77.

<sup>61</sup> Scholten, 77.

<sup>62</sup> University College London, "Dutch Government and the Immigrants."

<sup>63</sup> University College London.

Nevertheless, no evidence suggests that the Dutch government during this time communicated with immigrants who were going through the programs or adapted to the needs of the immigrants. Indeed, the Netherlands began to stray from the principles and definition of integration during this era.

The government continued to expand and strengthen its policies through the mid-2000s. In January 2007, the Newcomers' Integration Law became the Integration Law, which expanded the requirements for people who had lived in the Netherlands for a few years but had not completely integrated into Dutch society and become independent.<sup>64</sup> Part of this law mandates an exam on the Dutch language and society that immigrants must pass before they can earn permanent status in the Netherlands—and penalizes those who fail to learn the Dutch language or complete the vocational and social trainings.<sup>65</sup> This new body of laws forces assimilation with consequences, such as €250–€1,000 in fines, other penalties, or reductions of welfare benefits, for non-compliance.<sup>66</sup>

To accomplish integration, the Netherlands set up a formal system for training and evaluation. *Dienst Uitvoering Onderwijs* (Education Executive Agency, or DUO)—which is part of the Ministry of Education, Culture and Science—administers the Civic Integration Act for the Ministry of Social Affairs and Employment.<sup>67</sup> DUO offers a number of courses to new immigrants, including the Dutch language, an orientation to the labor market, and Dutch social customs.<sup>68</sup> Each of these courses prepares students to pass the civic integration exam. The Dutch government considers someone integrated when they pass the exams and have the National Integration Diploma.<sup>69</sup> In short, the Dutch government provides resources in the form of classes to new immigrants with the intention

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<sup>64</sup> University College London.

<sup>65</sup> University College London.

<sup>66</sup> “The Netherlands: Discrimination in the Name of Integration,” Human Rights Watch, May 13, 2008, <https://www.hrw.org/report/2008/05/13/netherlands-discrimination-name-integration/migrants-rights-under-integration>.

<sup>67</sup> “Jaarbericht 2019,” Zakelijke Dienstverlening, accessed May 22, 2020, <https://duo.foleon.com/duo-publicaties/jaarbericht-2019/zakelijke-dienstverlening/>.

<sup>68</sup> “U gaat inburgeren: Cursus kiezen,” Dienst Uitvoering Onderwijs, accessed May 22, 2020, <https://www.inburgeren.nl/u-gaat-inburgeren/cursus-kiezen.jsp>.

<sup>69</sup> Immigration and Naturalisation Service, Dutch, “Naturalisation.”

of teaching them what they need to pass the exam. After successful completion of the exam, the Dutch government considers an immigrant integrated.

## **B. DATA ON INTEGRATION**

Determining whether the effects of these laws foster successful immigrant integration requires an analysis of the immigration and integration figures provided by the Dutch government and the Organization for Economic Cooperation and Development (OECD). Although tracking the number of National Integration Diplomas issued is straightforward, evaluating how those diploma-holders fare in Dutch society, compared to native-born Dutch, is useful. To assist in measuring the success of these integration efforts, this thesis uses the OECD's 2018 integration report.<sup>70</sup> The OECD compares the foreign-born population to the native-born population in areas such as population percentage, employment rate, education levels, housing situation, health status, national identity, and instances of discrimination. Each of these measures helps evaluate how the Dutch approach is working compared to the approaches of other EU member states.

The foreign-born population grew from about 10 percent to about 13 percent from 2006 to 2017 in the Netherlands.<sup>71</sup> Of that 13 percent, about 8 percent arrived in the last five years.<sup>72</sup> On average, about 11.5 percent of any EU country's population is foreign-born.<sup>73</sup> The employment rate for native-born Dutch people is 14 percent higher than that of foreign-born Dutch.<sup>74</sup> Moreover, 30 percent of foreign-born and 12 percent of native-born Dutch live in poverty. Regarding higher learning in the Netherlands, 36 percent of native-born and 28 percent of foreign-born citizens have received "tertiary" education, or post-secondary schooling.<sup>75</sup>

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<sup>70</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

<sup>71</sup> Organisation for Economic Co-operation and Development and European Union, 6.

<sup>72</sup> Organisation for Economic Co-operation and Development and European Union, 7.

<sup>73</sup> Organisation for Economic Co-operation and Development and European Union, 7.

<sup>74</sup> Organisation for Economic Co-operation and Development and European Union, 11.

<sup>75</sup> Organisation for Economic Co-operation and Development and European Union, 8.

Children of native parents score highest on standardized exams, followed those of mixed parents, then by those of foreign-born parents.<sup>76</sup> Regarding housing conditions, 8 percent of foreign-born and 2 percent of native-born Dutch live in overcrowded or substandard housing.<sup>77</sup> Also, 62 percent of foreign-born and 75 percent of native-born citizens self-report good health.<sup>78</sup> Furthermore, 75 percent of immigrants claim Dutch nationality.<sup>79</sup> Regarding their treatment in the country, 19 percent of immigrants between the ages of 15 and 64 self-reported instances of discrimination against them based on race, ethnicity, or nationality.<sup>80</sup> The portion of the population ages 15–34 comprises 16 percent native-born citizens with mixed or foreign parents and 10 percent foreign-born citizens.<sup>81</sup> Figure 1 compares foreign-born and native-born residents using several of OECD numbers, illustrating the distinct experiences of these two groups. The graph helps to illustrate that native-born Dutch are healthier, more educated, more likely to be employed, more likely to be living in reasonable housing, and more likely to be living above the poverty line than foreign-born citizens.

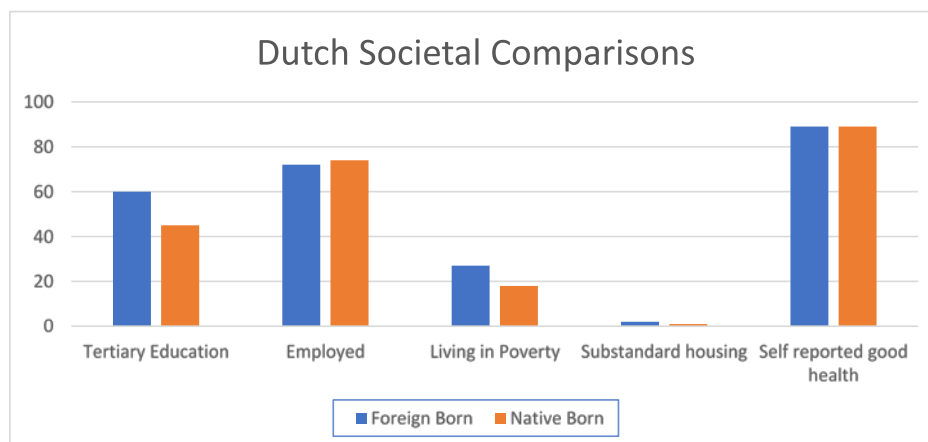


Figure 1. Comparison of Foreign-Born Immigrants to Native-Born Citizens in the Netherlands<sup>82</sup>

<sup>76</sup> Organisation for Economic Co-operation and Development and European Union, 26.

<sup>77</sup> Organisation for Economic Co-operation and Development and European Union, 17.

<sup>78</sup> Organisation for Economic Co-operation and Development and European Union, 19.

<sup>79</sup> Organisation for Economic Co-operation and Development and European Union, 21.

<sup>80</sup> Organisation for Economic Co-operation and Development and European Union, 23.

<sup>81</sup> Organisation for Economic Co-operation and Development and European Union, 25.

<sup>82</sup> Adapted from Compare Your Country, “Integration Scoreboard: Canada.”

These numbers suggest that the Netherlands is struggling with several of the EU's principles. As the EU maintains, employment is key, education is critical, and immigrants must have the same access to institutions and public and private goods as member state citizens.<sup>83</sup> In conclusion, despite the policies described in this chapter and 75 percent of immigrants reporting that the Netherlands has been successful in teaching immigrants basic knowledge of the host society's language, history, and institutions—as outlined in the EU's third principle—these numbers suggest a serious separation between the employment, education, and access immigrants have compared to native-born citizens.

Brian Burgoon details three major gaps in European integration and redistribution support in a piece for *World Politics*.<sup>84</sup> The gaps are in unemployment rates, dependency on social benefits, and attitudes toward gender relations, religion, political views, and social standards.<sup>85</sup> Using a dataset from 2001–2010, Burgoon discovered that the three gaps in the Netherlands were consistent with those found in the rest of Europe.<sup>86</sup> By comparison, however, in other European countries, the gap in attitudes toward gender, religion, politics, and social standards was much higher than the unemployment and dependency on social benefit gaps whereas in the Netherlands, all three gaps were equally high.<sup>87</sup> The unemployment gap between native-born and foreign-born Dutch is among the highest in Europe, according to Burgoon.<sup>88</sup> These gaps appeared during the first 10 years of the new policy period, and the figures from the OECD represent the second decade of the new policy era. In sum, whether any of the Dutch policies achieved their goals and whether the country fostered integration are still up for debate.

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<sup>83</sup> Council of the European Union, “2618th Council Meeting.”

<sup>84</sup> Brian Burgoon, “Immigration, Integration, and Support for Redistribution in Europe,” *World Politics* 66, no. 3 (2014): 365–405.

<sup>85</sup> Burgoon, 372.

<sup>86</sup> Burgoon, 381.

<sup>87</sup> Burgoon, 381.

<sup>88</sup> Burgoon, 381.

### C. ANALYSIS

Given the information presented in this chapter, the Netherlands received the following scores in each of the evaluation areas described in the research design:

1. Employment, education, and equal access to services: 3
2. Respect for cultures: 3
3. Communication and participation: 2

In using the first set of criteria—employment, education, and equal access to services—the Netherlands earns 3 out of 5 points. Foreign-born people are less likely to be employed in the Netherlands, and this is a concern given that the EU’s principles state that employment is key.<sup>89</sup> Immigrants are less likely to be highly educated and less likely to score highly on standardized tests. This is a concern because the EU’s principles also state that education is critical.<sup>90</sup> Immigrants in the Netherlands are also more likely to live in poverty, less likely to be considered healthy, more likely to live in substandard conditions, and more likely to be discriminated against compared to native-born Dutch people. These are all concerns because the EU’s principles recommend equal access to institutions and goods, both public and private, for immigrants and natural-born citizens.<sup>91</sup> Because immigrants were not considered equal in any of the aforementioned categories, the Netherlands’ case study earns a 3 out of 5 possible points in employment, education, and equal access to services. This score could improve to be on par with the other case studies if the OECD’s numbers reflected less of a gap between foreign-born and native-born residents in each category. For all of the aforementioned reasons, the Netherlands is not a good model to follow to achieve equal employment, education, and access to services.

In applying the second set of criteria—respect for cultures—the Netherlands fared a bit better and earns 3 out of 5 points. Seventy-five percent of immigrants claim the Dutch

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<sup>89</sup> Council of the European Union, “2618th Council Meeting.”

<sup>90</sup> Council of the European Union.

<sup>91</sup> Council of the European Union.

national identity as their own.<sup>92</sup> This figure suggests that the mandatory passing of integration exams to remain in country and the high percentage of new immigrants who are adopting the national Dutch identity means the Netherlands is succeeding in implementing some of the EU's principles, such as ensuring basic knowledge of the host society's language, history, and institutions and developing clear goals and indicators of progress. The focus is on teaching newcomers "the Dutch way" once they arrive in the Netherlands. The country has put more focus on newcomers' learning the ways of the host country and less emphasis on mutual adaptation of both the host society and the immigrants as individuals and a collective. Because immigrants in the Netherlands have been forced to learn Dutch history, traditions, and language, the country should receive high marks in the respect for cultures category; however, a deduction must be made because there was no evidence that the Netherlands has taken steps to preserve the home culture of the arriving immigrants. The Netherlands earns 3 out of 5 possible points in respect for cultures. In conclusion, the Netherlands achieves respect for culture—if one considers only Dutch culture. If there is to be mutual recognition or acceptance of cultures, the Netherlands is not a good model.

Finally, in analyzing the communication and participation criteria, the Netherlands has not been successful, earns only 2 out of 5 points. Although the government and immigrants seem to interact, that interaction is mandatory. The Netherlands could receive a better score if it developed a way to foster that interaction without forcing it. The Netherlands scored lower than other countries in this set of criteria because it has a very clear objective for integration, and that is the successful completion of an exam. While the expectations are clear—and the Dutch deserve credit for that—the re-evaluation plan or process seems non-existent. The Netherlands has a strict curriculum with a clear goal that, once achieved, means integration is over. Given this approach, the Netherlands earns 2 out of 5 points in communication and participation. In conclusion, while the Netherlands has clear expectations, it is not a model for successfully achieving communication and participation.

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<sup>92</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

Given the policy focus and accompanying data, the Netherlands is not following a significant number of the EU's guidelines and is failing to integrate immigrants effectively per the IOM's definition. It may be helpful to compare the Dutch approach to the rest of the EU. Figure 2 evaluates the Netherlands' foreign-born numbers against the rest of the EU, showing that the Netherlands is about even with the greater EU. It would seem the greater EU is struggling to integrate immigrants successfully compared to some other countries, including Canada, whose case study is presented in the next chapter.

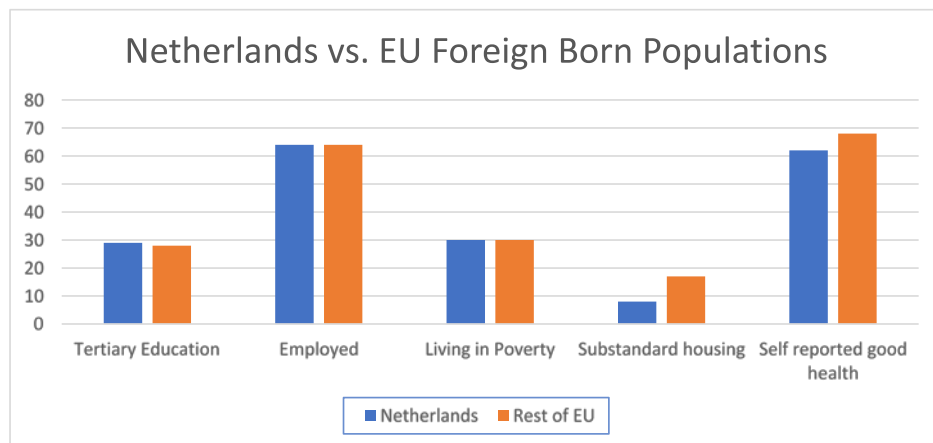


Figure 2. Netherlands' Foreign-Born Outcomes Compared to the Rest of the European Union<sup>93</sup>

## D. CONCLUSION

Integration policy in the Netherlands underwent several significant changes in about 40 years. From demanding migrants keep strong ties to their home countries to requiring assimilation classes, and from forcing people to live with people of the same nationality to considering everyone a minority and letting the labor demand dictate immigrants' entrance, the Dutch have tried numerous methods to address immigrant integration into their country.<sup>94</sup> Each of these changes were building blocks to the system the Dutch have in place today. That system uses an exam to determine whether someone

<sup>93</sup> Adapted from Compare Your Country, "Integration Scoreboard: Canada."

<sup>94</sup> Scholten, "Frames and Frameshifts."

is Dutch, and once an immigrant passes or fails the exam, the Dutch government is done with integration. The Dutch have developed a system that exposes new immigrants to the Dutch language, traditions, history, and institutions, not to mention creates a clear benchmark for complete integration.

An evaluation of the Dutch system using the IOM's definition and the EU's principles shows that the Netherlands is focused on making new immigrants adapt to the government's expectations of what it means to be Dutch. The government has centered its approach to integration on the following EU principle: "The immigrant needs basic knowledge of the host society's language, history and institutions."<sup>95</sup> While no one principle is more important than the others, the failure to adopt more than one makes it clear that mutual adaptation is not happening in the Netherlands, and that is when integration efforts fail.

Another issue with the Netherlands' approach is that it believes integration has ended upon successful completion of an exam. This thesis posits and the IOM's definition concurs that integration requires a constant effort toward mutual adaptation. The disparate numbers in the OECD's data could be explained by the Dutch government's lack of involvement once the exam is passed. There is no way to prove direct causation, but other case studies, with governments who remain involved longer, show less disparate numbers.

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<sup>95</sup> Council of the European Union, "2618th Council Meeting."

### **III. CANADA**

This chapter discusses Canada's approach to integration and analyzes how it fares when evaluated against the EU's principles and the IOM's definition of integration. This chapter examines a series of bilateral agreements between the federal government and the Canadian provinces, national and local policies, and laws applied over the past 50 years that have allowed Canada to implement its current immigration and integration systems.<sup>96</sup> Canada's current systems enable the provincial and federal governments to balance their respective economic and social needs by accepting immigrants into Canada. The country resettles immigrants into provinces that are the best fit for both the locality and the immigrant, which is evidence of successful integration according to the IOM.<sup>97</sup>

This chapter starts with the historical background of immigration in Canada, examines how the structure of the Canadian government and its laws have dictated its approach to immigration and integration, and discusses how the government divides responsibilities and roles for immigration and integration. The chapter then analyzes these provincial agreements along with survey data from the OECD in 2018, which compares native-born and foreign-born individual's situations regarding housing, education, safety, medical care, income level, and social acceptance.

#### **A. HISTORICAL BACKGROUND**

Canada's immigration philosophy has shifted through its history—from a prohibitionist approach that discriminated against certain ethnicities to a more welcoming attitude toward immigrants. Historically, Canada has presented itself as a difficult, if not

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<sup>96</sup> Lindsay Van Dyk, "Canadian Immigration Acts and Legislation," Canadian Museum of Immigration at Pier 21, accessed May 19, 2020, <https://pier21.ca/research/immigration-history/canadian-immigration-acts-and-legislation>.

<sup>97</sup> International Organization for Migration, "IOM and Migrant Integration" (Geneva, Switzerland: International Organization for Migration, 2012), <https://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/IOM-DMM-Factsheet-LHD-Migrant-Integration.pdf>.

impossible, place to immigrate.<sup>98</sup> Several exclusionary laws and policies were passed from the early 1800s until the late 1900s, mostly based on race or ethnicity.<sup>99</sup> Two examples of these exclusionary laws and policies were the Gentlemen's Agreement of 1908, in which the Canadian and Japanese prime ministers agreed to limit Japanese immigration to Canada to 400 people a year because of anti-Japanese sentiments in Canada as a result of an earlier influx of Japanese immigrants.<sup>100</sup> The series of Chinese Immigration Acts instituted from the late 1800s until the mid-1900s provide another example.<sup>101</sup> These laws began by charging Chinese immigrants fees to immigrate and then barred Chinese immigration altogether with the exception of diplomats.<sup>102</sup> These laws highlight that the Canadian government, until about 60 years ago, was not interested in integrating certain populations and believed in discrimination based on nationality, which is against the EU's principles of integration.

Changes to immigration laws restricted immigration by skill level, rather than ethnicity or nationality. In 1962, new regulations removed the overt discrimination in Canada's immigration laws and made skill the primary factor in considering who to allow into Canada.<sup>103</sup> To make this regulation as objective as possible, in 1967, the Canadians instituted a points-based system for immigrants.<sup>104</sup> Immigrants received points for education, occupation, employment prospects, English and French proficiency, personal character, and age.<sup>105</sup> With a maximum of 100 points, an individual needed at least 50 to be accepted.<sup>106</sup> For example, a prospective immigrant would receive 10 points if he or she

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<sup>98</sup> "Citizenship Challenge - Immigration History in Canada Interactive Map," Google My Maps, accessed May 18, 2020, <https://www.google.com/maps/d/viewer?mid=1nQwJ4NDRaO1PhAPuWnxDoGN2adxIhoqj>.

<sup>99</sup> Google My Maps.

<sup>100</sup> Van Dyk, "Canadian Immigration Acts and Legislation."

<sup>101</sup> Van Dyk.

<sup>102</sup> Van Dyk.

<sup>103</sup> Van Dyk.

<sup>104</sup> Van Dyk.

<sup>105</sup> Van Dyk.

<sup>106</sup> "Immigration Regulations, Order-in Council PC 1967-1616, 1967," Canadian Museum of Immigration at Pier 21, accessed June 14, 2020, <https://pier21.ca/research/immigration-history/immigration-regulations-order-in-council-pc-1967-1616-1967>.

fell between the ages of 18 and 35 at the time of application, but lost a point for each year over 35.<sup>107</sup> Although the points-based system became the means for immigrating into Canada, it did not address what happened to immigrants once they were inside its borders.

Canada's immigration further shifted again by formally adopting a pro-immigrant stance. In this context, in 1971, then-Prime Minister Pierre Trudeau announced that multiculturalism would be the official policy of Canada.<sup>108</sup> The adoption of a multicultural policy meant that Canada would preserve the cultural freedom of the individual immigrants and recognize the contributions of those individuals and the diverse ethnic groups they represented in Canadian society.<sup>109</sup> To take this policy one step further, in 1982, multiculturalism became part of the Canadian Constitution.<sup>110</sup> For example, Section 27 of the Canadian Charter of Rights and Freedoms states, "This Charter shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canadians."<sup>111</sup> The shift in 1971 was the first time the Canadian government had aligned itself with the EU's principles and the IOM's definition, in that it acknowledged diverse cultural practices would be allowed, as well as encouraged and protected.

Canada declared multiculturalism not only a goal but also an institutional policy. Two more sweeping immigration laws passed in 1976 and 1988 helped lay the foundation for this multiculturalism law.<sup>112</sup> The Immigration Act of 1976 forced the federal government to consult with other levels of government in immigration planning and management.<sup>113</sup> The Canadian Multiculturalism Act of 1988 expanded the 1976 Act by protecting the cultural heritage of all Canadians and implementing multicultural programs

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<sup>107</sup> Canadian Museum of Immigration at Pier 21.

<sup>108</sup> Van Dyk, "Canadian Immigration Acts and Legislation."

<sup>109</sup> Van Dyk.

<sup>110</sup> Stephen Azzi and Andrew McIntosh, "Constitution Act, 1982," Canadian Encyclopedia, April 24, 2020, <https://www.thecanadianencyclopedia.ca/en/article/constitution-act-1982>.

<sup>111</sup> Canadian Charter of Rights and Freedoms, § 27, Part 1 of the Constitution Act, 1982, being Schedule B to the Canada Act, 1982, c 11 (U.K.), <https://www.justice.gc.ca/eng/csj-sjc/rfc-dlc/ccrf-ccdl/check/art27.html>.

<sup>112</sup> Van Dyk, "Canadian Immigration Acts and Legislation."

<sup>113</sup> Van Dyk.

within institutions and organizations.<sup>114</sup> This was the first national multicultural law in any country.<sup>115</sup> These laws have created equal access for immigrants and made integration policy part of normal policy, which are two of the EU's principles.

The Immigration Act of 1976 laid the groundwork for the structure Canada uses today. The 1976 Act forced the federal government and the local or provincial government to work together to determine the best way to accomplish the goal of becoming multicultural. To facilitate the shared jurisdictional approach of immigration between the provincial and national governments, each province, except Quebec, signed a provincial agreement with the Canadian government.<sup>116</sup> These agreements are significant because they introduced another stakeholder into the integration process: the provincial government. Including another stakeholder means that another party has to adapt for immigrants to integrate effectively.

Finally, in 2002, the Canadian government passed the Immigration and Refugee Protection Act (IRPA), which made the federal government responsible for reuniting families, determining refugee claims within Canada, defining immigration categories, setting national immigration levels, and establishing admission requirements.<sup>117</sup> Furthermore, according to Laurence Brosseau of the Canadian Parliamentary Information and Research Service,

Implementing the IRPA is the responsibility of the Minister of Immigration, Refugees and Citizenship and the Minister of Public Safety and Emergency Preparedness. By default, the Minister of Immigration, Refugees and Citizenship is responsible for administering the IRPA where no other administrator is identified.<sup>118</sup>

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<sup>114</sup> Van Dyk.

<sup>115</sup> Van Dyk.

<sup>116</sup> "Federal-Provincial/Territorial Agreements," Government of Canada, last modified March 7, 2018, <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/mandate/policies-operational-instructions-agreements/agreements/federal-provincial-territorial.html>.

<sup>117</sup> Laurence Brosseau, "Immigration Policy Primer" (Ottawa: Parliamentary Information and Research Service, 2019), [https://lop.parl.ca/sites/PublicWebsite/default/en\\_CA/ResearchPublications/202005E](https://lop.parl.ca/sites/PublicWebsite/default/en_CA/ResearchPublications/202005E).

<sup>118</sup> Brosseau, 2.

This history is important because it provides a possible roadmap for local and federal policymakers to institute a change in their integration policy by passing legislation. It also explains the evolution of the current model and the federal–provincial relationship over immigration, which the next section discusses.

## **B. FRAMEWORK FOR INTEGRATION**

Immigration is a shared burden between the national and provincial governments.<sup>119</sup> The provincial governments’ responsibilities vary based on individual agreements the provinces have with the federal government.<sup>120</sup> For example, New Brunswick agreed to accept a portion of special needs and especially vulnerable refugees in return for advanced notice of their arrival and proportional financial support for those populations, while other agreements make no mention of these populations.<sup>121</sup> This example is important for the local policymaker as it provides a strategy that can be used when negotiating agreements with state or federal legislatures or funding bodies.

These agreements vary in scope, and the federal government negotiates them separately with each province.<sup>122</sup> One constant in all of these agreements is the Provincial Nominee Program (PNP), which authorizes provinces to develop and maintain their own immigration plans to address specific needs, while the federal government still determines the admissibility of the individuals.<sup>123</sup> Quebec does not have a PNP agreement in place,

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<sup>119</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report to Parliament on Immigration* (Ottawa: Immigration, Refugees and Citizenship Canada, 2020), <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/publications-manuals/annual-report-parliament-immigration-2019.html#s3>.

<sup>120</sup> Brosseau, “Immigration Policy Primer.”

<sup>121</sup> Canada–New Brunswick Immigration Agreement, March 31, 2017, <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/mandate/policies-operational-instructions-agreements/agreements/federal-provincial-territorial/new-brunswick/canada-new-brunswick-immigration-agreement.html>.

<sup>122</sup> Government of Canada, “Federal-Provincial/Territorial Agreements.”

<sup>123</sup> Brosseau, “Immigration Policy Primer.”

but it negotiated an agreement with the Canadian government that gave the province full control over selection of the immigrants' economic class.<sup>124</sup>

To be considered for the PNP, workers must

- have the skills, education and work experience to contribute to the economy of a specific province or territory
- want to live in that province, and
- want to become permanent residents of Canada.<sup>125</sup>

The PNP application process includes medical screenings and police checks, in addition to any eligibility requirements from the individual provinces to which the immigrants apply.<sup>126</sup> The provinces use the PNP as a means to address their changing needs, largely workforce needs, on an annual basis. The number of permanent residents as a result of the PNP rose from 46,179 in 2016 to 62,427 in 2018.<sup>127</sup> For context, Canada admitted 321,035 permanent residents in 2018. This number represents the apex of permanent residents admitted to Canada since 1913.<sup>128</sup>

The PNP provides a great deal of autonomy to each province. Through its agreements with the federal government,

each province and territory establish its own “streams” (immigration programs that target certain groups) and requirements. For example, in a program stream, provinces and territories may target:

- students
- businesspeople
- skilled workers
- semi-skilled workers<sup>129</sup>

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<sup>124</sup> “How the Provincial Nominee Program (PNP) Works,” Government of Canada, last modified March 21, 2019, <https://www.canada.ca/en/immigration-refugees-citizenship/services/immigrate-canada/provincial-nominees/works.html>; “PNPs in Focus: How Canada’s Provincial Nominee Program Works,” CIC News, June 6, 2019, <https://www.cicnews.com/2019/06/pnps-in-focus-how-canadas-provincial-nominee-program-works-0612354.html>.

<sup>125</sup> Government of Canada, “How the Provincial Nominee Program (PNP) Works.”

<sup>126</sup> Government of Canada.

<sup>127</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*.

<sup>128</sup> Immigration, Refugees and Citizenship Canada.

<sup>129</sup> Government of Canada, “How the Provincial Nominee Program (PNP) Works.”

To expand this type of program, in 2017, the Canadian government began the Atlantic Immigration Pilot Program (AIPP) to address areas in which labor numbers were down.<sup>130</sup> This program stipulated who would be responsible for immigrants after arrival and what they would do to help them be successful in their new homes, challenging employers to take on “the responsibility to connect their new worker(s) with the settlement services they need to integrate and thrive in their new homes, such as language training.”<sup>131</sup> Employers also take on responsibility for partnering with local settlement support services to guarantee newcomers and their families have things like housing and transportation.<sup>132</sup> So far, over 1,700 employers have participated in the pilot and offered 3,729 jobs to immigrants.<sup>133</sup> In 2019, the federal government decided to extend the three-year pilot for another two years to give Immigration, Refugees and Citizenship Canada (IRCC) time to assess the effects the pilot has had on the labor market in the affected areas.<sup>134</sup> These types of programs are examples of attempts to follow the EU’s principles through employment and constant communication between community stakeholders and immigrants.<sup>135</sup> Having these programs instituted as pilots and subject to re-evaluation guarantees communication among the government and stakeholders about the effectiveness of the program, which is consistent with the EU’s principle of re-evaluation, and exemplifies two-way communication, which is essential to integration.

In addition to stimulating the labor market in certain provinces, the AIPP also represents the spirit of Canada’s general approach of accepting immigrants in every province. Canada considers itself one of the most welcoming countries for new

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<sup>130</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*.

<sup>131</sup> Immigration, Refugees and Citizenship Canada, 9.

<sup>132</sup> “Atlantic Immigration Pilot,” Government of Canada, last modified May 15, 2019, <https://www.canada.ca/en/immigration-refugees-citizenship/services/immigrate-canada/atlantic-immigration-pilot.html>.

<sup>133</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*, 9; Atlantic Canada Opportunities Agency, “Atlantic Growth Strategy: Changes to the Atlantic Immigration Pilot,” Government of Canada, March 1, 2019, <https://www.canada.ca/en/atlantic-canada-opportunities/news/2019/03/changes-to-the-atlantic-immigration-pilot.html>.

<sup>134</sup> Atlantic Canada Opportunities Agency.

<sup>135</sup> Council of the European Union, “2618th Council Meeting.”

immigrants.<sup>136</sup> Canada offers “a ‘whole of society’ approach that connects Canadians and newcomers, and helps them reach their economic and social potential.”<sup>137</sup> Agreements between the federal government and individuals from the local, territorial, and provincial level serve as the mechanisms to provide services for new immigrants.<sup>138</sup> Furthermore, as IRCC explains, “All permanent residents and protected persons are eligible for a range of federally funded settlement services up to the time they become citizens.”<sup>139</sup> The Canadian government allocates funds to provide services in six areas: needs assessments and referrals, information and orientation, language assessments, language training, employment-related services and community connections, and support services such as translation to facilitate access to IRCC-funded settlement services.<sup>140</sup> These types of programs ensure equal access for immigrants, consistent communication with stakeholders, and employment options so that immigrants can learn the culture, language, and traditions of their new host country. These types of programs are following the guideposts set out by the EU’s principles.

The Canadian government’s website helps immigrants find local providers for specific needs or enlist the help of professionals for such things as language assessments, language class enrollment, forms and applications, home searches, school registration for children, and general community services.<sup>141</sup> Although each province can offer additional services, the federal government makes these services available to all permanent residents. To ensure the PNP and immigration agreements benefit everyone, the provincial and federal governments have annual meetings to develop vision and action plans for the next

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<sup>136</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*.

<sup>137</sup> Immigration, Refugees and Citizenship Canada, 10.

<sup>138</sup> Immigration, Refugees and Citizenship Canada.

<sup>139</sup> Immigration, Refugees and Citizenship Canada.

<sup>140</sup> Immigration, Refugees and Citizenship Canada.

<sup>141</sup> “Find Free Newcomer Services near You,” Immigration, Refugees and Citizenship Canada, last modified October 27, 2020, <http://www.cic.gc.ca/english/newcomers/services/index.asp>.

year.<sup>142</sup> This is important because it gives the immigrant an opportunity to seek help if it is needed. Learning how to maneuver through these administrative tasks is part of adapting to the Canadian way of life. Moreover, the government's providing people to assist immigrants with this process is evidence of mutual adaptation.

In sum, Canada and its people understand that welcoming new immigrants to their lands is an important job, and the responsibility belongs to everyone. Canada has created a system—through a series of bilateral agreements between individuals and government at all levels—that assists new Canadians in adjusting to life in Canada. In return, Canada receives people who are able to contribute to the workforce sooner and feel welcome in Canada. The hope is that this system is mutually beneficial and makes both the country and the individual better.

### **C. DATA ON INTEGRATION**

Analyzing whether Canada is effectively integrating immigrants per the EU's principles requires not only a review of the agreements and policies in place but also an inspection of the data collected to measure those policies. In 2018, the OECD compared the foreign-born population to the native-born population in areas such as population percentage, employment rate, education levels, housing situation, health status, national identity, and instances of discrimination.<sup>143</sup> Each of these statistics measures how well Canadians are “preserv[ing] the cultural freedom of individuals and provid[ing] recognition of the cultural contributions of diverse ethnic groups to Canadian society.”<sup>144</sup> This type of measurement indicates a “dynamic two way process of mutual accommodation,” or the first basic principle of the EU.<sup>145</sup> In other words, these data along

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<sup>142</sup> Immigration, Refugees and Citizenship Canada, *Federal/Provincial/Territorial Action Plan for Increasing Francophone Immigration Outside of Quebec* (Quebec: Immigration, Refugees and Citizenship Canada, 2019), <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/publications-manuals/federal-provincial-territorial-action-plan-francophone-immigration.html>.

<sup>143</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

<sup>144</sup> “Canadian Multiculturalism Policy, 1971,” Canadian Museum of Immigration at Pier 21, accessed November 21, 2020, <https://pier21.ca/research/immigration-history/canadian-multiculturalism-policy-1971>.

<sup>145</sup> Council of the European Union, “2618th Council Meeting,” 19.

with the policies in place help determine whether Canada has been effective at integrating immigrants.

The foreign-born population grew from about 18 percent to about 21 percent from 2006 to 2017 in Canada.<sup>146</sup> Of that 21 percent, approximately 14 percent arrived in the last five years.<sup>147</sup> The foreign-born average in EU countries is about 11.5 percent.<sup>148</sup> Figure 3 uses some of the same OECD data points to help illustrate that native-born and foreign-born Canadians are almost equally healthy, equally likely to be employed, equally likely to be living in reasonable housing, and equally likely to be living above the poverty line. Also, foreign-born citizens are more likely to be highly educated than native-born citizens. Moreover, native-born children with foreign-born parents score highest on standardized exams, followed by foreign-born children with foreign-born parents, and then native-born children with native-born parents.<sup>149</sup>

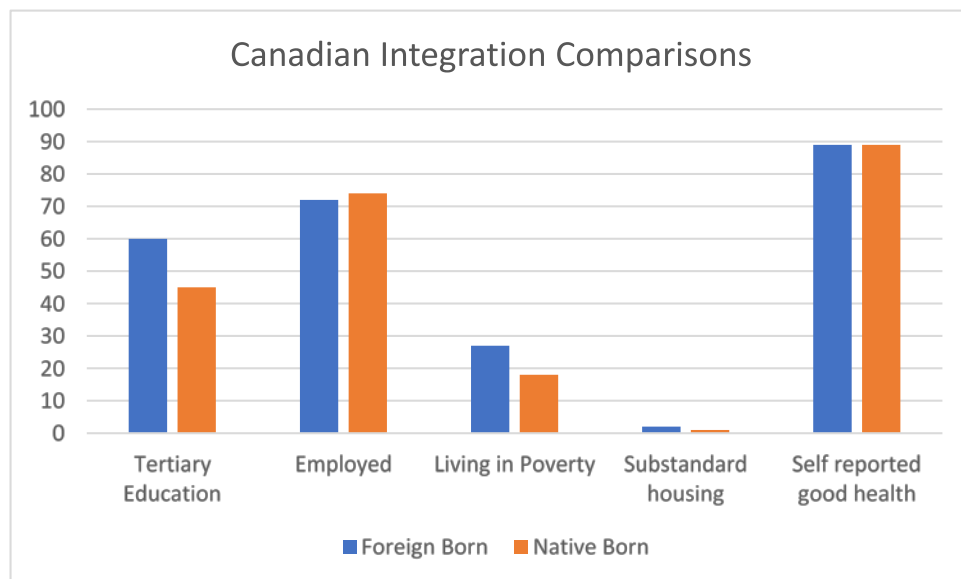


Figure 3. Comparing Outcomes of Foreign-Born to Native-Born Canadians<sup>150</sup>

<sup>146</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*, 6.

<sup>147</sup> Organisation for Economic Co-operation and Development and European Union, 7.

<sup>148</sup> Organisation for Economic Co-operation and Development and European Union, 7.

<sup>149</sup> Organisation for Economic Co-operation and Development and European Union, 26.

<sup>150</sup> Adapted from Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

This figure indicates that immigrants in Canada, Canadian citizens, and the governments in Canada follow the education and employment principles of the EU. Ninety percent of immigrants claim Canadian nationality, which is a good indicator of integration, one of the EU's principles.<sup>151</sup> Seventy-eight percent of foreign-born Canadians reported voting in the most recent parliamentary election, which indicates immigrants in Canada are becoming involved in the democratic process, also an EU principle.<sup>152</sup> Nevertheless, 13 percent of immigrants between the ages of 15 and 64 self-reported instances of discrimination against them based on race, ethnicity, or nationality.<sup>153</sup> This number indicates that the principle of equal access to institutions and private and public goods without discrimination needs to be examined.<sup>154</sup>

The federal government's annual immigration report also tracks all of the integration programs and surveys new Canadians about their experiences in entering Canadian society. The results of the 2018 survey indicate that 84 percent of participants have employment, which is significant given the importance of employment per the EU's principles.<sup>155</sup> Furthermore, 92 percent reported having a very strong or somewhat strong sense of belonging to Canada.<sup>156</sup> This finding is further supported by the fact that only 1 percent of people who arrive in Canada as immigrants decide to continue their journey to the United States.<sup>157</sup> The annual immigration report shows that 93 percent of participants at least somewhat agree that they feel welcome in their local communities.<sup>158</sup> Moreover,

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<sup>151</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*, 21; Council of the European Union, "2618th Council Meeting."

<sup>152</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*, 21; Council of the European Union, "2618th Council Meeting."

<sup>153</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*, 23.

<sup>154</sup> Organisation for Economic Co-operation and Development and European Union, 23.

<sup>155</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*; Council of the European Union, "2618th Council Meeting."

<sup>156</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*.

<sup>157</sup> A. E. Challinor, "Canada's Immigration Policy: A Focus on Human Capital," Migration Policy Institute, September 15, 2011, <https://www.migrationpolicy.org/article/canadas-immigration-policy-focus-human-capital>.

<sup>158</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*.

according to A. E. Challinor in a 2011 piece for the Migration Policy Institute, “The vast majority of immigrants choose to become Canadian citizens after the three-year waiting period for naturalization eligibility has elapsed.”<sup>159</sup> Challinor cites the example of 85.1 percent of eligible immigrants naturalizing in 2006, a significant increase from previous years.<sup>160</sup> In sum, Canada has focused on admitting educated and employable applicants, which has helped ease some of the difficulties of finding jobs or educational programs. Canada did not have to address education and employment immediately because of its selection process. Although local leaders may not choose who is admitted to their localities, they may recruit individuals with certain qualifications to bolster the labor market and, in turn, the economy.

To summarize, 20 percent of the population ages 15–34 are either foreign-born or have at least one parent who is foreign-born. Foreign-born Canadians are slightly less likely to be employed than native-born Canadians (72 to 74 percent), more likely to be highly educated (60 to 45 percent), more likely to have children who score highly on standardized tests, more likely to live in poverty (27 to 18 percent), and equally likely to be considered healthy (89 percent), which is relevant considering the equal access principle. Immigrants are slightly more likely to live in substandard conditions (2 to 1 percent) and more likely to be discriminated against compared to native-born Canadian people. Finally, 90 percent of immigrants claim the Canadian national identity as their own.<sup>161</sup>

#### **D. ANALYSIS**

Based on the previous discussion, Canada received the following scores in each of the evaluation areas described in the research design:

1. Employment, education, and equal access to services: 4
2. Respect for cultures: 4
3. Communication and participation: 4

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<sup>159</sup> Challinor, “Canada’s Immigration Policy.”

<sup>160</sup> Challinor.

<sup>161</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

In using the first set of criteria—employment, education, and equal access to services—it is clear that because of Canada’s bilateral agreements and pilots, there is a minimal difference between immigrant and native-born numbers in employment, health, housing, and social treatment, which earns Canada 4 out of 5 points. This minimal difference shows that immigrants, Canadian citizens, and the Canadian federal and local governments are selecting immigrants who may be more educated and fit the hiring needs of Canadian companies. In short, Canada is using its tools to strive seriously to follow as many of the EU’s principles as possible.

One interesting figure is the much higher levels of tertiary education received by foreign-born Canadians than native-born Canadians. Of the represented populations, 25 percent more foreign-born Canadians have achieved at least a bachelor’s degree level of education than native-born Canadians. This finding is intriguing because, depending on the age of the person when he or she immigrated, it may reflect an integration program the government put in place over 20 years ago, the PNP. According to the Canada’s *2019 Annual Report*, having the PNP in place has “resulted in a more balanced geographic distribution of permanent labor migrants across the country over the past two decades.”<sup>162</sup> Specifically, the higher level of education achieved by foreign-born Canadians may be credited to the PNP because, through its process, provinces can decide whether they want applicants to have a certain level of education before being admitted.<sup>163</sup> It may also speak to the quality of the education system in Canada as a whole. Although Canada does not group students by immigration status, when the school system studied differences in test scores between students who speak English or French and those who do not, it found no significant gap in scores.<sup>164</sup>

Whether it is accepting higher numbers of more highly educated immigrants or doing a better job of teaching immigrant children, the education levels of foreign-born

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<sup>162</sup> Immigration, Refugees and Citizenship Canada, *2019 Annual Report*, 9.

<sup>163</sup> Government of Canada, “How the Provincial Nominee Program (PNP) Works.”

<sup>164</sup> Andrew Parkin, *International Report Card on Public Education: Key Facts on Canadian Achievement and Equity* (Toronto: Environics Institute for Survey Research, 2015), 20–23, [https://www.environicsinstitute.org/docs/default-source/project-documents/23.-international-report-card-on-public-education-key-facts-on-canadian-achievement-and-equity/final-report.pdf?sfvrsn=b754cb91\\_2](https://www.environicsinstitute.org/docs/default-source/project-documents/23.-international-report-card-on-public-education-key-facts-on-canadian-achievement-and-equity/final-report.pdf?sfvrsn=b754cb91_2).

Canadians are much higher than those of native-born Canadians. As immigrants are either equal or close to equal in all of the aforementioned categories, the Canada case study earns 4 out of 5 possible points in employment, education, and equal access to services. Canada could only earn a 5 once the numbers reflect that foreign-born and native-born Canadians are equal in every metric. In conclusion, Canada is doing an excellent job at analyzing its access to education, employment, and services to ensure equality between native-born and foreign-born Canadians and would be an excellent model to achieve equality.

In analyzing the second set of criteria—respect for cultures—the Canada case also earns high marks: 4 out of 5. Notably, 90 percent of immigrants claim the Canadian national identity as their own.<sup>165</sup> The directive from the highest levels of Canadian government that all cultures are to be respected sends a very clear message to immigrants and native-born Canadians that everyone’s culture is to be treated equally. Canada’s instances of discrimination are also among the lowest in the EU.<sup>166</sup> Given the messaging on cultural respect from Canadian leadership, the high numbers in national identity, and low numbers in discrimination cases, Canada earns 4 out of 5 points in respect for cultures. Although Canada is making the right policy decision and messaging clearly, as long as there are instances of discrimination based on nationality, race, or ethnicity, it cannot earn 5 out of 5 points. In conclusion, Canada’s leadership’s clear messaging and low figures in discrimination prove that it is a great model to follow to achieve respect for cultures.

Finally, in analyzing the communication and participation criteria, the Canada case study showed it was successful, earning 4 out of 5 possible points. The Canadian government has facilitated communication between multiple stakeholders through its pilot programs. For example, the federal government leverages the local government, corporations, non-governmental organizations, and individual immigrants to work together to accomplish their mutual and individual goals. Immigrants are also beginning to take part in the democratic process, which is an indicator of Canada’s effectiveness in this criterion. Canada’s expectations are clear—it wants more Canadians—which earns the country high

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<sup>165</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

<sup>166</sup> Organisation for Economic Co-operation and Development and European Union.

marks. The re-evaluation plan or process is also important and has been highlighted. Canada re-evaluates each of its pilots regularly and gathers feedback constantly. Given this approach, Canada earns 4 out of 5 points in communication and participation. To earn 5 out of 5 in this category, Canada would have to show how the feedback has changed the pilot programs—this may well come with time. In conclusion, Canada’s constant gathering of feedback and clear goals make it an exceptional case study to model to achieve effective communication and participation.

In evaluating Canada’s foreign-born numbers against the EU’s, Canada ranked higher in employment rates, better in poverty rates, better in substandard housing, better in self-reported health rates, far ahead in highly educated immigrants, and near the top in accepting the host country’s national identity, at a rate of 90 percent compared to 60 percent for the EU.<sup>167</sup> Figure 5 illustrates these data points.

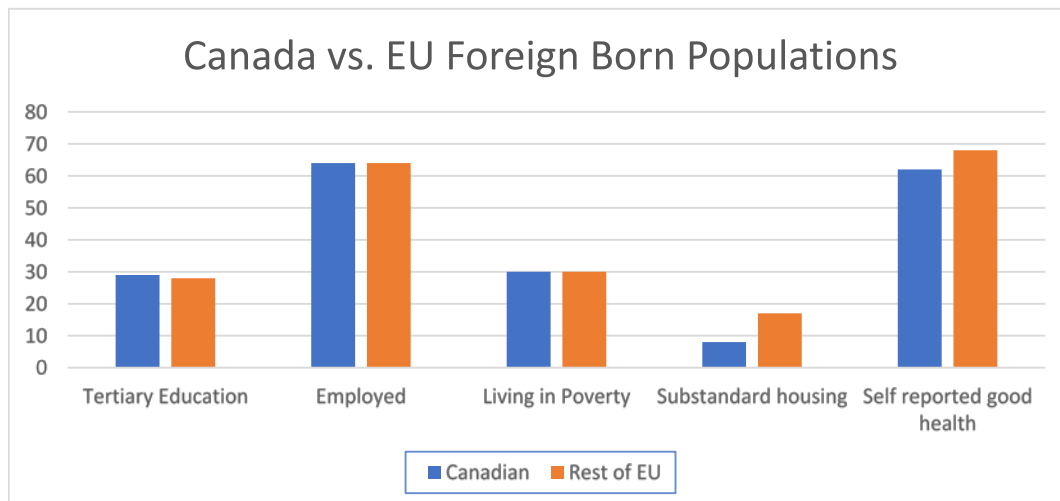


Figure 4. Foreign-Born Populations in Canada versus the European Union<sup>168</sup>

These figures indicate the Canadian approach is producing above-average results compared to most of the EU, most notably because the EU created the standards. One more

<sup>167</sup> Organisation for Economic Co-operation and Development and European Union.

<sup>168</sup> Adapted from Compare Your Country, “Integration Scoreboard: Canada.”

figure helps to compare the case studies and the EU based on the principles of effective integration (see Figure 4).<sup>169</sup>

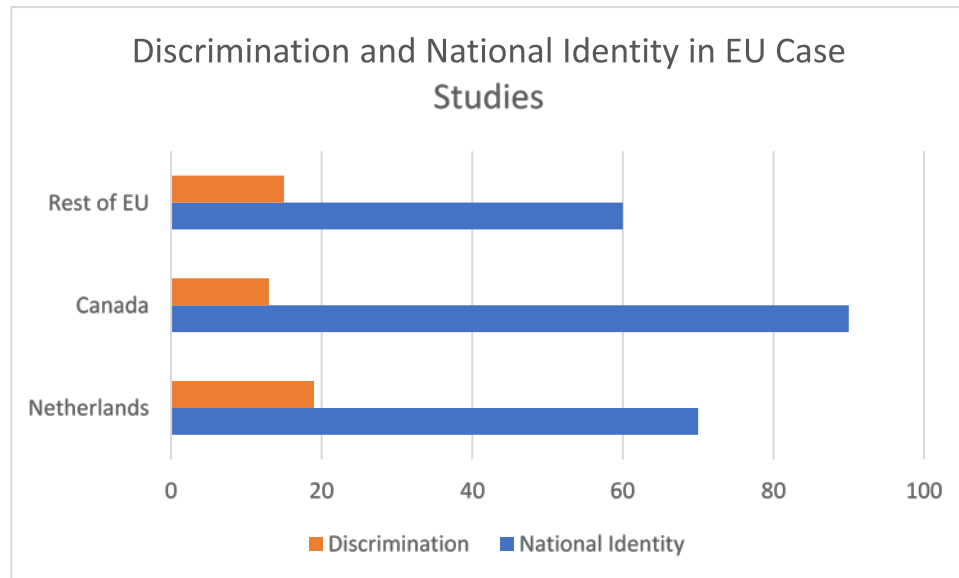


Figure 5. Discrimination and National Identity in the EU Case Studies<sup>170</sup>

This bar chart illustrates that Canada has the fewest reports of discrimination and the highest percentage of immigrants assuming the host nation’s identity. Although the Netherlands has better national identity numbers than the rest of the EU, its foreign-born citizens experience more discrimination. Although this thesis cannot establish a causal link between these numbers and a country’s integration policies, it does find the country that follows more of the principles and continues to integrate immigrants—beyond an exam required for naturalization—discriminates less and creates more citizens who identify as host country citizens. In sum, a comparison of data from Canada with data from the Netherlands and the rest of the EU indicates that Canada is effectively implementing several of the EU’s principles and effectively integrating immigrants.

<sup>169</sup> Organisation for Economic Co-operation and Development and European Union, *Settling in 2018*.

<sup>170</sup> Adapted from Compare Your Country, “Integration Scoreboard: Canada.”

## **E. CONCLUSION**

Canada has come a long way in the last 150 years or so regarding its immigration and integration policies and systems. Recently, the federal government engaged local governments to establish a system that would be mutually beneficial while also sharing the responsibilities. This engagement of another stakeholder, the local governments, is a distinction from the Netherlands' case. This distinction is important because it has helped increase the number of people involved in integration. Each stakeholder has some responsibility and something to gain from integrating immigrants into Canada, and each party has been willing to adapt. Through programs like the PNP and AIPP, the governments are ensuring that immigrant needs are met, while also guaranteeing that those admitted to Canada are supported once they arrive to be as productive as possible as quickly as possible. Although the data are not conclusive, the effectiveness of the AIPP over time could be a strong indicator of effectiveness and a topic for another research project when the program matures.

The Canadian government's continuing effort to communicate with its provincial partners, corporations, and immigrants has created a system whereby multiple parties continue to adapt to make each other's situation better. The Canadian approach effectively follows the majority of the EU's principles and the IOM's definition of integration.

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## IV. SINGAPORE

Singapore's immigration process is based on a "multicultural meritocracy."<sup>171</sup> This city-state is an interesting case study because it adopted the IOM's definition of integration as did this thesis.<sup>172</sup> Additionally, Singapore balances the efficiency of government and the practical needs of a new state with an aging population—by welcoming, for example, temporary workers as construction laborers and caregivers—with cultural respect and governmental changes to accommodate people of different cultural backgrounds and socioeconomic means. Singapore has created a dynamic two-way process of mutual accommodation to become a wealthy state with a competitive economy in a short period.<sup>173</sup> In sum, the national immigration strategy has followed its success and continues to follow several of the EU's principles, even though Singapore is not a member of the EU. This chapter asks how well Singapore has followed the IOM's definition of integration.

This chapter first analyzes Singapore's immigration history and integration program structure to determine whether its changes in law and policy adhere to the IOM's definition and the EU's principles. This chapter focuses on applicants for Singaporean citizenship and how they fit into Singapore's nation-building model. It analyzes the programs available to new citizens, or citizenship applicants who are waiting to naturalize, to determine what, if any, obstacles to integration exist for new Singaporeans. The history of the changes in immigration laws and policies provides context for how Singapore learned from its past and adopted the policies in place today.

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<sup>171</sup> Md Mizanur Rahman and Tong Chee Kiong, "Integration Policy in Singapore: A Transnational Inclusion Approach," *Asian Ethnicity* 14, no. 1 (2013): 12, <https://doi.org/10.1080/14631369.2012.710403>.

<sup>172</sup> Mathew Mathews, Melvin Tay, and Teo Kay Key, *Integral: A Report on Social Integration in Singapore for the 10th Anniversary of the National Integration Council* (Singapore: National University of Singapore, 2020), [https://www.nationalintegrationcouncil.gov.sg/docs/default-source/handbooks-and-publications/integral-nic10-report.pdf?sfvrsn=f1e8c025\\_2](https://www.nationalintegrationcouncil.gov.sg/docs/default-source/handbooks-and-publications/integral-nic10-report.pdf?sfvrsn=f1e8c025_2).

<sup>173</sup> "The World Bank in Singapore," World Bank, last modified April 9, 2019, <https://www.worldbank.org/en/country/singapore/overview>.

Currently, migrants who wish to live and work in Singapore have six passes or paths to residency.<sup>174</sup> These six passes address two tiers of workers.<sup>175</sup> Lesser-skilled or unskilled workers may apply for the S Pass, Work Permit, or Foreign Domestic Workers Pass.<sup>176</sup> For highly skilled workers, the Employment Pass, Personalized Employment Pass, and the EntrePass are available. Despite a lack of conclusive data to this point, selecting highly skilled workers before entry to stimulate the economy may already prioritize Singaporean employment.<sup>177</sup> Lesser-skilled workers do not receive as many benefits—such as healthcare, the ability to purchase land, and grants from the government—as highly skilled workers, who may receive all of those benefits to incentivize them to stay in Singapore.<sup>178</sup> Although Singapore uses temporary migration, whether a matter of months or years depending on renewals, to build its country and economy, this analysis focuses on what happens once an individual receives approval to become a naturalized citizen.

## **A. HISTORICAL BACKGROUND**

Singapore, a former British colony, had restrictive immigration policies for years before becoming independent in 1965, in response to a swelling number of migrants from surrounding countries and the potential for overpopulation.<sup>179</sup> At the time of its independence, Singapore allowed immigrants only from West Malaysia, as it was known then.<sup>180</sup> The fledgling country had a high unemployment rate and was quickly becoming

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<sup>174</sup> Alex Nowrasteh, “Singapore’s Immigration System: Past, Present, and Future,” Working Paper No. 53 (Washington, DC: Cato Institute, 2018), 10, <https://www.cato.org/sites/cato.org/files/pubs/pdf/cato-working-paper-53-update.pdf>.

<sup>175</sup> Nowrasteh, 10.

<sup>176</sup> Nowrasteh, 11.

<sup>177</sup> Council of the European Union, “2618th Council Meeting.”

<sup>178</sup> Nowrasteh, “Singapore’s Immigration System.”

<sup>179</sup> Yap Mui Teng, “The Singapore State’s Response to Migration,” *Sojourn: Journal of Social Issues in Southeast Asia* 14, no. 1 (1999): 199, <https://www.jstor.org/stable/41057018>. Singapore matured in the early 1800s as a British trading post, known as a hub for the British East India Trading Company and its successors until the early 1900s. During World War II, Singapore fell to Japan. Thereafter, Singapore became a separate crown colony until it briefly joined the Federation of Malaysia from 1963 to 1965, when it gained independence and became its own republic after being ejected from Malaysia.

<sup>180</sup> Yap, “The Singapore State’s Response to Migration.”

overcrowded.<sup>181</sup> In response to this economic challenge, the new government of Singapore began to restrict immigration and developed a family planning policy to limit population growth.<sup>182</sup> This approach is contrary to all of the EU's principles and the IOM's definition of integration; it also did not work.

These limitations did not last long.<sup>183</sup> In 1965, Singapore desired more manpower to build the infrastructure it needed to survive and grow; thus, the temporary work permit was born.<sup>184</sup> These permits allowed Malaysians to come to Singapore temporarily to help build the country.<sup>185</sup> From these first permits, Singapore built its independent immigration system focused on fulfilling economic needs using both low-skilled and highly skilled migrants.<sup>186</sup> Those who have a path to permanent residence or citizenship must first file a citizenship petition. Once the petition is approved in principle, applicants have two months to complete the Singapore Citizenship Journey (SCJ).<sup>187</sup> The SCJ is mandatory to naturalize in Singapore, but unlike the Netherlands' process, the research found no penalties for not completing the journey within the time limits if immigration status is valid.<sup>188</sup>

## **B. FRAMEWORK FOR INTEGRATION**

The National Integration Council (NIC) manages the SCJ as one of two major integration policies. NIC, created in April 2009, is chaired by the minister for culture, community, and youth.<sup>189</sup> The mission of NIC is to “encourage and support ground-up

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<sup>181</sup> Yap.

<sup>182</sup> Yap.

<sup>183</sup> Yap.

<sup>184</sup> Yap.

<sup>185</sup> Yap.

<sup>186</sup> Yap.

<sup>187</sup> “Singapore Citizenship Journey,” Singapore National Integration Council, accessed June 23, 2020, <https://www.nationalintegrationcouncil.gov.sg/citizenship/singapore-citizenship-journey>.

<sup>188</sup> “Singapore Citizenship: How to Obtain & Can It Be Renounced?,” Singapore Legal Advice, July 17, 2019, <https://singaporelegaladvice.com/law-articles/singapore-citizenship-obtain-revoked-renounced/>.

<sup>189</sup> “Home Page,” Singapore National Integration Council, accessed February 11, 2020, <https://www.nationalintegrationcouncil.gov.sg/home>.

integration initiatives to facilitate social interactions between Singaporeans and newcomers, and raise awareness of Singapore society, norms, and values.”<sup>190</sup> This mission follows a few of the EU’s principles, namely, consistent interaction and education for immigrants about the host country’s history, languages, and institutions. NIC’s goal is to build a “strong and cohesive Singapore that we are proud to call home.”<sup>191</sup> While this stated goal is a bit unclear, further analysis of the policies that have been implemented demonstrates that Singapore’s integration goals are mostly consistent with the EU’s principles and the IOM’s definition.

### **1. Singapore Citizenship Journey**

The SCJ represents a “collaborative process between the NIC, The People’s Association, and the Immigration and Checkpoints Authority in Singapore with the goals of enriching new citizens’ understanding of Singapore’s history and development, deepening the appreciation for Singaporean norms and values, and providing opportunities for meaningful interactions between local communities and newcomers.”<sup>192</sup> Three components make up the SCJ: the e-Journey, the Singapore Experiential Tour, and the Community Sharing Session.<sup>193</sup>

First, the e-Journey provides four modules of instruction that are entirely online.<sup>194</sup> This method allows participants to absorb the materials at their own pace.<sup>195</sup> Moreover, these modules teach such things as history, notable figures, national symbols, education system basics, legal system basics, public transportation, housing policies, cultural norms of different represented populations, and the five pillars of total defense in Singapore.<sup>196</sup> The goal of this component is to provide general information in a digestible fashion.<sup>197</sup>

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<sup>190</sup> Singapore National Integration Council.

<sup>191</sup> Singapore National Integration Council.

<sup>192</sup> Singapore National Integration Council.

<sup>193</sup> Singapore National Integration Council.

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<sup>197</sup> Singapore National Integration Council.

This portion of the SCJ exemplifies the EU's principle that emphasizes the teaching of the host country's institutions, history, and languages.<sup>198</sup>

Next is the Singapore Experiential Tour.<sup>199</sup> The tour is a half-day full of stops at historic landmarks and national institutions, where the individual can choose one of two options, the meeting-the-future-challenges tour or the nation-building tour.<sup>200</sup> Some examples of stops along the tours include the Urban Redevelopment Authority Gallery, the Singapore Maritime Gallery, Memories at the Old Ford Factory, the National Museum, the Army Museum, and the Parliament House.<sup>201</sup> Both of the tour options include a "Jubilee Walk."<sup>202</sup> This portion of the journey aims to provide a more detailed history of these landmarks while teaching the practical purposes these buildings still have for citizens.<sup>203</sup> This portion of the SCJ exemplifies the EU's principles of emphasizing constant communication between immigrants and the host country; providing equal access to institutions and private and public goods; and teaching immigrants about the host country's institutions, history, and languages.<sup>204</sup>

Singapore actively engages the community in the final step of the SCJ: the Community Sharing Session.<sup>205</sup> The Sharing Session is an event that allows new citizens to meet community grassroots leaders and other new citizens.<sup>206</sup> It provides community members an opportunity to share their experiences of living in a multiracial, multireligious society, while also providing an opportunity for new citizens to reflect on their citizenship journey and convey their expectations of life in Singapore.<sup>207</sup> This portion of the journey aims to introduce new citizens to other people in their new community and allows both

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<sup>198</sup> Council of the European Union, "2618th Council Meeting."

<sup>199</sup> Singapore National Integration Council, "Home Page."

<sup>200</sup> Singapore National Integration Council.

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<sup>202</sup> Singapore National Integration Council.

<sup>203</sup> Singapore National Integration Council.

<sup>204</sup> Council of the European Union, "2618th Council Meeting."

<sup>205</sup> Singapore National Integration Council, "Home Page."

<sup>206</sup> Singapore National Integration Council.

<sup>207</sup> Singapore National Integration Council.

sides to learn about each other and the opportunities each brings to the community.<sup>208</sup> This part of the journey helps reinforce the principle on practicing diverse cultures, including intercultural dialogues as well as making integration policies part of mainstream practice.<sup>209</sup>

The SCJ reinforces several of the EU’s principles for integration of immigrants. Namely, it reinforces basic knowledge of the host society’s history and institutions, frequent interactions with member state citizens, and shared forums for intercultural dialogue. To further the work that is done during the SCJ, NIC created four national working groups in 2009 to concentrate on community, workplace, school, and media.<sup>210</sup> To create the means to support these groups, in 2009, NIC created the Community Integration Fund (CIF), whose role demonstrates that Singapore considers integration an ongoing process, even after an immigration completes the SCJ.<sup>211</sup> The events created by the CIF give immigrants, natural-born citizens, and the government an opportunity to communicate and continue to adapt to each other.

## **2. The Community Integration Fund**

The CIF “encourage[s] ground-up integration initiatives to facilitate social interactions and raise awareness of shared societal norms and values.”<sup>212</sup> The CIF’s brochure further explains, “Underscoring the belief that integration is a two-way process, [the CIF] endeavor[s] to build a culture that values mutual appreciation, trust and positive relationships between Singaporeans and newcomers.”<sup>213</sup> The Prime Minister’s Office—specifically, the National Integration Council Secretariat within the National Population and Talent Division, Strategy Group—administers the CIF.<sup>214</sup> The fund allocates up to

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<sup>208</sup> Singapore National Integration Council.

<sup>209</sup> Council of the European Union, “2618th Council Meeting.”

<sup>210</sup> Singapore National Integration Council, *Community Integration Fund* (Singapore: Singapore National Integration Council, 2020), <https://www.nationalintegrationcouncil.gov.sg/docs/default-source/pdf/community-integration-fund-brochure.pdf>.

<sup>211</sup> Singapore National Integration Council.

<sup>212</sup> Singapore National Integration Council.

<sup>213</sup> Singapore National Integration Council.

<sup>214</sup> Singapore National Integration Council.

S\$200,000 per project, allowing the CIF to sponsor other stakeholders to get involved with immigrants and facilitate more communication in hopes of mutual adaptation, which would meet the definition of integration to which Singapore, the IOM, and this thesis subscribes.<sup>215</sup>

To receive funding, at least one of the objectives must be as follows: “provide information and resources on Singapore, encourage social interaction between locals, immigrants and foreigners, encourage emotional attachment to and involvement in Singapore or promote a positive mindset towards integration.”<sup>216</sup> Some examples of acceptable projects include field trips that raise awareness of local history, sporting events, art exhibits, volunteer opportunities in communities, and diversity workshops.<sup>217</sup> The applicants are encouraged to be creative in the types of projects they request funding for while remembering that integration is the major objective.<sup>218</sup> The CIF does not support any projects that include profit-making, overseas trips, fund-raising, non-local purchases of goods and services, or cash prizes or that involve the use of tobacco and alcohol.<sup>219</sup> The CIF limits its funding to events that are consistent with the EU’s principles and the IOM’s definitions, which strengthens communication between multiple stakeholders and emphasizes that integration is a repeatable, iterative process.

The CIF reinforces the integration definition and principles because it allows for a dynamic, two-way process of mutual accommodation and equal access to institutions and public goods. The CIF also helps to make integration policies more mainstream by limiting the types of events that can be funded. In conclusion, the NIC uses four principles as pillars for integration in Singaporean society: (1) Singapore is for Singaporeans, (2) Singapore is a global nexus for talent and ideas, (3) Singaporeans must have open minds and hearts, and

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<sup>215</sup> Singapore National Integration Council, 5.

<sup>216</sup> Singapore National Integration Council.

<sup>217</sup> Singapore National Integration Council.

<sup>218</sup> Singapore National Integration Council.

<sup>219</sup> Singapore National Integration Council, 5.

(4) a united Singapore is committed to meritocracy and multiracialism.<sup>220</sup> The NIC uses the aforementioned tools to achieve these principles for each new Singaporean citizen.

### C. ANALYSIS

Given the information on Singapore, this case study received the following scores in each of the evaluation areas described in the research design:

1. Employment, education, and equal access to services: 4
2. Respect for cultures: 4
3. Communication and participation: 4

In applying the first set of criteria—employment, education, and equal access to services—Singapore earns 4 out of 5 points. Through the SCJ and integration policies, the city-state ensures equal access to services to those eligible for permanent residence or citizenship. Singaporean employment and education data were as readily available as they were for the EU case studies. Information on the policies that Singapore enacted for mainstream integration was available and exceedingly helpful in evaluating its initiatives under this criterion.

The immigration system is integrally intertwined with Singapore’s national identity, and the government believes in “multiracialism, meritocracy and multilingualism” when making decisions that affect the population.<sup>221</sup> The government of Singapore embraces these principles for integration and expanded them into other aspects of life for new citizens. For instance, in 1970, the government instituted the Ethnic Integration Policy for housing, which set an ethnic quota in public housing to ensure that different ethnic groups could learn to live together.<sup>222</sup> This policy is significant because about 80 percent

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<sup>220</sup> Ministry of Community Development, Youth and Sports, “Update on the National Integration Council & Launch of Community Integration Fund” (presentation, Ministry of Community Development, Youth and Sports, September 16, 2009), [https://www.nas.gov.sg/archivesonline/data/pdffdoc/20090924005/NIC%20presentation%20for%20media%20conference%20\(16%20Sep%2009\).pdf](https://www.nas.gov.sg/archivesonline/data/pdffdoc/20090924005/NIC%20presentation%20for%20media%20conference%20(16%20Sep%2009).pdf).

<sup>221</sup> Rahman and Kiong, “Integration Policy in Singapore,” 90.

<sup>222</sup> Rahman and Kiong, 91.

of the population of Singapore lives in public housing.<sup>223</sup> This change indicates the government's priority to provide equal access for all groups.<sup>224</sup>

Furthermore, in the 1970s, the government enacted a law that required religious places of worship—mosques, churches, and temples, for example—to be housed within the public housing units to make access to religion easier for the inhabitants.<sup>225</sup> This status illustrates the government's consideration of making diverse cultural and religious practices more mainstream and accessible.<sup>226</sup> Lastly, in Singaporean politics, a Group Representation Scheme ensures that minority voices are heard.<sup>227</sup> Collectively, these laws and policies show the effective implementation of the principle that recommends integration policies become mainstream policies.<sup>228</sup>

In conclusion, Singapore's efforts in turning integration policy into mainstream policy are worth praising, but given its rigid structure for admission for permanent residence and the barriers for migrant and temporary workers to have the same level of access, Singapore earns 4 out of 5 points in equal employment, education, and access to services. While this is a good score and the model is certainly viable for other communities to adopt this principle, the scope of people who are included in this model—residents and citizens—is small. The difference between the levels of access of temporary workers and permanent residents in Singapore and the effects that difference has on integration are topics for further research.

In analyzing the case using the second set of criteria—respect for cultures—Singapore fares much better, earning 4 out of 5 possible points. As in the Netherlands, immigrants in Singapore must learn the history, traditions, and languages used in Singapore, but the citizenship journey in Singapore takes a much more dynamic approach

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<sup>223</sup> Sarah Keating, "Can Singapore's Social Housing Keep Up with Changing Times?," BBC, December 14, 2018, <https://www.bbc.com/worklife/article/20181210-can-singapores-social-housing-keep-up-with-changing-times>.

<sup>224</sup> Keating.

<sup>225</sup> Rahman and Kiong, "Integration Policy in Singapore," 91.

<sup>226</sup> Rahman and Kiong, 91.

<sup>227</sup> Rahman and Kiong, 91.

<sup>228</sup> Council of the European Union, "2618th Council Meeting."

in teaching these topics. The SCJ exists to welcome potential new citizens and ensure they understand what Singapore is, according to the government. The government not only takes an active role in the integration process but also partners with several grassroots groups and locals who welcome new Singaporeans and share their cultures with the newcomers. This level of involvement by multiple shareholders is important because it allows individuals to check the narrative that the government teaches and present different perspectives on life in Singapore. By having so many groups involved, each with its own belief sets, a system of checks and balances is organically created so that no one group goes unchecked in its narratives and positions. This level of involvement also indicates that a “dynamic, two-way process” is taking place.<sup>229</sup> In sum, Singapore’s ability to balance the mandatory teaching of its history and traditions with reinforcing the narrative that immigrants do not have to abandon their native cultures because their native cultures help make Singaporean culture better earns Singapore 4 out of 5 points in respect for cultures. If the SCJ was not mandatory but became something every immigrant wanted to do, it would earn 5 out of 5 points.

Finally, in examining the case against the communication and participation criteria, Singapore shows moderate success, earning 4 out of 5 points. Steps two and three of the SCJ encourage interaction between immigrants and Singaporeans. As previously stated, local groups are invited to participate in the journey and encouraged to share their stories with immigrants. Furthermore, the CIF shows literal buy-in on the part of the government to assist new citizens in feeling comfortable in their new communities. The fund allows the government to dictate its goals and expectations by detailing the types of projects that will be supported yet enables the community to work on the details and nuances to make the project work. This balance is important because it shows the investment by both the community and government. By making this investment and being clear about the principles and goals for integration, the government provides the resources for the people to take the lead and build upon those principles. This effort also demonstrates the degree to which the government of Singapore enables immigrants to integrate effectively.

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<sup>229</sup> Council of the European Union.

Singapore also re-evaluates the citizenship journey and CIF regularly, having created working groups to review, assess, and improve both initiatives. The constant efforts to improve an already effective system earn Singapore 4 out of 5 possible points in communication and participation.

What caused the deduction from a 5 to a 4 in communication and participation are stagnant trends in ethnic representation since 2009.<sup>230</sup> According to the 2019 population brief developed by the Singaporean government, 76 percent of the population is Chinese, 15 percent is Malay, and 7.5 percent is Indian.<sup>231</sup> These numbers have not changed since 2009.<sup>232</sup> Furthermore, of the nearly 35,000 new citizens in 2019, 26,000 were Chinese, 5,200 Malay, and 2,600 Indian.<sup>233</sup> Although Singapore has not capped or instituted a quota on immigration based on ethnicity since becoming independent, the data show that the majority of new citizens in Singapore are Chinese.<sup>234</sup> There is no evidence to suggest that Singapore considers ethnicity when evaluating individuals for citizenship, but perhaps in the future, the government could further incentivize other ethnicities to consider Singapore as a new home to expand its multicultural position beyond three ethnicities. Nevertheless, the SCJ, NIC, and feedback structure make Singapore an excellent model to achieve effective communication and participation.

#### **D. CONCLUSION**

Although Singapore emerged as a multicultural society from its beginning, it reinforces the current cultural proportions while welcoming new citizens with open arms. To answer the question posed at the beginning of this chapter, Singapore is doing quite well at following the IOM's definition of integration. Singapore has a mandatory integration curriculum, like the Netherlands, in the SCJ, but unlike the Netherlands,

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<sup>230</sup> Singapore Prime Minister's Office, *Population in Brief 2019* (Singapore: Strategy Group, Prime Minister's Office, 2019), <https://www.strategygroup.gov.sg/files/media-centre/publications/population-in-brief-2019.pdf>.

<sup>231</sup> Singapore Prime Minister's Office, 20.

<sup>232</sup> Singapore Prime Minister's Office, 20.

<sup>233</sup> Singapore Prime Minister's Office, 19.

<sup>234</sup> Yap, "The Singapore State's Response to Migration"; Singapore Prime Minister's Office, *Population in Brief 2019*.

Singapore leverages members of the public and interest groups to interact directly with new immigrants. Furthermore, Singapore does not consider integration complete once the citizenship journey has concluded, as the Netherlands does once an immigrant has passed its exam. Singapore continues to embrace immigrants and fosters communication between citizens and immigrants beyond the first arrival point. Another thing that Singapore does well is making integration policies mainstream policies. Evidence of this approach is manifest in housing and religious and cultural acceptance policies throughout the country.

One thing that cannot be overlooked in Singapore's immigration system is the separate tracks and treatment of those who do not have a path to permanent residence or citizenship. Singapore's construction and service industry disproportionately uses migrant workers, but this chapter did not delve into migrant workers' influence in Singapore because such laborers cannot formally integrate into society. The influence of migrant workers in Singapore is a topic for further research.

## V. DAYTON, OHIO

Dayton, Ohio, has struggled with a history of segregation, racial discrimination, and an economic downturn.<sup>235</sup> In the early 2010s, in the midst of both an economic decline and a dip in population count, the mayor launched the Welcome Dayton initiative to make Dayton more immigrant friendly and turn the economy around. The local leadership in Dayton leveraged the residents to create a plan that would make Dayton a desirable location for new immigrants. The goal was to welcome immigrants to Dayton and empower them to establish lives there. To accomplish this result, native-born and foreign-born residents began working together to understand each other better and to help make Dayton a better place to live. Said another way, native-born residents, foreign-born residents, and the local government communicated and adapted to address each other's needs—or effectively integrated in accordance with the IOM.

This chapter evaluates the effectiveness of these efforts to integrate immigrants into Dayton per the IOM's definition and the EU's principles. In this connection, this chapter examines the economic and social effects the Welcome Dayton initiative has had on the local community. It first presents the history and data to provide the reader with context of the city before and during the formation and implementation of the initiative. Next, it describes the formation and implementation of the initiative by detailing who played major roles and how each party implemented the strategy that formed the initiative. Finally, this chapter analyzes reports and surveys from Dayton and surrounding areas to measure whether the Welcome Dayton initiative was effective at integrating immigrants. Using indicators such as economic growth, housing market growth, education status, and other measures of social cohesion, including the percentage of people who have positive interactions with neighbors or police and community involvement, this thesis concludes that Welcome Dayton worked as a method to integrate immigrants into a locality in the United States. Recommendations based on what Dayton did well and what could be

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<sup>235</sup> Alex Starritt, "How the Rust Belt Is Repopulating Itself," *Huffington Post*, updated March 25, 2017, [https://www.huffpost.com/entry/how-the-rust-belt-is-repo\\_b\\_9540668](https://www.huffpost.com/entry/how-the-rust-belt-is-repo_b_9540668).

improved are presented to better inform other local leaders who may be interested in such an integration program.

## **A. HISTORICAL BACKGROUND**

Dayton sprawls across approximately 56 miles of western Ohio and is home to nearly 150,000 people. The city is naturally divided by the Great Miami River. The median annual household income in Dayton is about \$30,000.<sup>236</sup> Because of its proximity to different mineral resources that were mined during the country's industrial boom, Dayton was once the manufacturing hub for most of the United States.<sup>237</sup> Dayton's economy thrived with abundant manufacturing jobs until after World War II, when industry began to dry up and the city had to diversify its jobs in a more service industry-centered economy.<sup>238</sup>

Unfortunately, Dayton has a history of racial tension and discrimination. Most of the city's African American population remained on the west side of the river while the more affluent, majority-white population lived on the east side.<sup>239</sup> The demographics of Dayton from around the time of the Civil Rights Movement until the early 2000s help to explain the origins of the Welcome Dayton initiative. In the summer of 1966, racial tensions erupted into full-fledged riots when Lester Mitchell, an African American man, was killed on the sidewalk in front of his apartment one night.<sup>240</sup> Over 500 arrests and about \$1.9 million of damage in today's money decimated the already struggling west side of Dayton.<sup>241</sup> The racial relations never really improved, and even today, both sides remain on their respective sides of the river.<sup>242</sup> This context provides an example of how specific

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<sup>236</sup> "QuickFacts: Dayton City, Ohio," Census Bureau, accessed August 13, 2019, <https://www.census.gov/quickfacts/daytoncityohio>.

<sup>237</sup> Starritt, "How the Rust Belt Is Repopulating Itself."

<sup>238</sup> Starritt.

<sup>239</sup> Josh Sweigart, "Lasting Scars: The 1966 West Dayton Riot," *Dayton Daily News*, accessed August 13, 2019, <https://www.daytondailynews.com/data/special-projects/lasting-scars/>.

<sup>240</sup> Sweigart.

<sup>241</sup> Sweigart.

<sup>242</sup> Sweigart.

events can influence a community's attitudes for an extended time—chiefly, racial issues have influenced integration efforts across the United States.<sup>243</sup>

According to the U.S. Census Bureau, about 141,000 residents lived in Dayton in 2010.<sup>244</sup> Almost 52 percent identified as white, 42.9 percent as African American, and about 2.6 percent as Latino.<sup>245</sup> These numbers are significant because around that time, members of the local government began hearing rumors of housing discrimination against Latinos in Dayton. Although the history of Dayton's issues of housing discrimination dates back to the 1930s—when a rating agency, the Home Owner's Loan Corporation, scored black communities lower based on “detrimental influences,” despite their good schools and transportation—the local government in the early 2000s had no interest in reinforcing or encouraging this type of treatment of residents because of its bigoted roots.<sup>246</sup> The surfacing of these allegations gave local leaders an opportunity to rectify the mistakes of the past and ensure they would not happen again.

The complaint about housing discrimination against Latinos was investigated and determined legitimate. In response, then–City Manager Tom Riordan wanted to send a strong message against racial discrimination and settle Dayton's past, so he began planning to build an initiative to make Dayton more immigrant friendly.<sup>247</sup> In 2010, Reverend Francisco Peláez-Díaz, a prominent political figure in Dayton, brought the formal complaints of racial discrimination in Dayton's housing to the city's Human Relations Council (HRC).<sup>248</sup> After investigating and affirming these allegations, then–HRC Director Tom Wahlrab created the “immigrant friendly city (IFC) core team.”<sup>249</sup> Once the IFC was convened, it was tasked with planning the Welcome Dayton initiative, aimed at not only

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<sup>243</sup> Newman and Johnson, “Ethnic Change.”

<sup>244</sup> Census Bureau, “QuickFacts: Dayton City, Ohio.”

<sup>245</sup> Census Bureau.

<sup>246</sup> Sweigart, “Lasting Scars.”

<sup>247</sup> Theo Majka and Jamie Longazel, “Becoming Welcoming: Organizational Collaboration and Immigrant Integration in Dayton, Ohio,” *Public Integrity* 19, no. 2 (2017): 156, <https://doi.org/10.1080/10999922.2016.1256697>.

<sup>248</sup> Majka and Longazel, 156.

<sup>249</sup> Majka and Longazel, 156.

immigrants but also the entire population of Dayton to help native-born and foreign-born residents launch the effort. The local leaders of Dayton strived to create equal access and non-discriminatory practices in their locality, which is a principle of the EU, while creating channels for dynamic, two-way communication.<sup>250</sup>

## **B. FRAMEWORK FOR INTEGRATION**

Dayton's HRC/IFC hosted four "open conversations" between February and April 2011 to address the situations of local immigrants in Dayton.<sup>251</sup> The HRC invited individuals, not organizations, and encouraged those individuals to invite others.<sup>252</sup> This type of open invitation meant that anyone could come and be heard. Over 100 people attended these conversations.<sup>253</sup> The attendees were equally divided by gender and English fluency, and about 20 percent of attendees were foreign-born.<sup>254</sup> These conversations demonstrate a dialogue between the government and attendees about how to accommodate each other, which is one of the EU's principles of integration.<sup>255</sup> The early decisions to involve multiple stakeholders is important as it played a role in the later success of the initiative.

The setup immediately and intentionally sent the message that this initiative would be run by the people, not the city. The small, round tables at the event did not allow for a head or focal point but rather challenged the citizens to be inclusive and give everyone an equal stake in the conversation. There was also no "front" of the hall or stage.<sup>256</sup> This particular setup prohibited an individual, presumably someone from the city, from taking the stage and directing the conversation. The lack of a stage sent the implicit message to

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<sup>250</sup> Council of the European Union, "2618th Council Meeting."

<sup>251</sup> Majka and Longazel, "Becoming Welcoming," 156.

<sup>252</sup> "An Invitation to a Conversation" City of Dayton, accessed November 15, 2020, <http://www.welcomedayton.org/wp-content/uploads/2011/12/Invitation-WDP.pdf>.

<sup>253</sup> Jacqueline Housel, Colleen Saxen, and Tom Wahlrab, "Experiencing Intentional Recognition: Welcoming Immigrants in Dayton, Ohio," *Urban Studies* 55, no. 2 (2018): 384–405, <https://doi.org/10.1177/0042098016653724>.

<sup>254</sup> Housel, Saxen, and Wahlrab.

<sup>255</sup> Council of the European Union, "2618th Council Meeting."

<sup>256</sup> Housel, Saxen, and Wahlrab, "Experiencing Intentional Recognition," 393.

the participants that everyone was on the same level, and all individuals were equally important.

Furthermore, the attendees of the initial discussions did not have name tags.<sup>257</sup> This strategy eliminated an immediate branding of an individual—and any honor or shame that comes with a name tag—because the individual could not be immediately identified by a surname or position. By leaving out name tags, the organizers ensured that individuals could control what information they shared with the group, thus lessening the number of associations or biases they had to overcome before speaking. Due to the inclusive nature of the initiative—to make the city friendlier—the majority of attendees were assumed not to know each other, including their roles and positions in society, thus allowing for an organic and honest discussion.

The meeting moderator used four personal and abstract questions to start the conversations among the small groups.<sup>258</sup> These questions encouraged reflection, discussion, and interaction.<sup>259</sup> The participants responded with a sense of confidence and responsibility for creating a more welcoming Dayton for immigrants.<sup>260</sup> The participants identified how the specific experiences with immigrants, whether in professional or personal settings, made them feel and applied that reaction to the initiative to ensure it was building something that would evoke a positive reaction from their new neighbors.<sup>261</sup>

These conversations aimed to create a plan to develop an effective written policy proposal on which the City Commission could vote.<sup>262</sup> After the conversations, “fifty volunteers divided themselves into four subgroups: (1) business and economic development, (2) local government and the justice system, (3) social and health services,

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<sup>257</sup> Housel, Saxen, and Wahlrab.

<sup>258</sup> Housel, Saxen, and Wahlrab, 394. The questions were as follows: (1) What have you noticed immigrants have contributed to your neighborhood or community lately? (2) What do you think is possible for our community if we were intentionally friendly to immigrants? (3) What are your doubts about proceeding with being intentionally friendly? (4) Will you commit to writing a plan in 90 days?

<sup>259</sup> Housel, Saxen, and Wahlrab, “Experiencing Intentional Recognition.”

<sup>260</sup> Housel, Saxen, and Wahlrab.

<sup>261</sup> Housel, Saxen, and Wahlrab.

<sup>262</sup> Majka and Longazel, “Becoming Welcoming,” 156.

and (4) community, culture, arts and education.”<sup>263</sup> Each of these subcommittees comprised English-speaking members of the community, most of whom had lived in the United States for at least five years.<sup>264</sup> Although research did not indicate that anyone was excluded from these conversations or the subgroups, given the above description, non-English speakers and new arrivals to the United States were either a small part or not a part of the subgroups; the reason for this choice is unclear. Given the initiative’s goal to “make Dayton more immigrant friendly,” it is puzzling to hear that most of the group had been in Dayton for at least five years. Although the people who had been in the United States for at least five years were new arrivals at some point, their experiences could be very different from those who arrived more recently.

Each group had 90 days to create a report with recommendations for the City Commission to consider. The reports were completed on June 22, 2011.<sup>265</sup> The City Commission held a hearing and a vote in October 2011, where a few people—who according to a city official, were not residents—disagreed with the proposal. They had an opportunity to speak to the City Commission, just as the supporters did.<sup>266</sup> One after another, people walked to the podium and gave short speeches either in support of or in opposition to the initiative. At the end of their speeches, some offered prayers in which they asked the Commission to accept or reject the Welcome Dayton proposal. The City Commission unanimously passed the Welcome Dayton plan that month.<sup>267</sup> The entire implementation approach, from the conversations, to the working groups, to the proposal and hearings, required participation and two-way communication to determine what Dayton could do to make immigrants more welcome, which concurs with the IOM’s definition of integration.

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<sup>263</sup> Majka and Longazel, 156.

<sup>264</sup> Housel, Saxen, and Wahlrab, “Experiencing Intentional Recognition.”

<sup>265</sup> Majka and Longazel, “Becoming Welcoming,” 157.

<sup>266</sup> WDTNTV, “Welcome Dayton Immigrant Plan Approved,” October 5, 2011, YouTube, video, 2:34, <https://www.youtube.com/watch?v=NA5tFv9CgWY>.

<sup>267</sup> WDTNTV.

Once the Welcome Dayton initiative passed, it was time to spread awareness beyond concerned citizens and the volunteers who were already involved. It was time to involve all of Dayton. The next sections examine how the community reacted to the initiative from its inception through its implementation.

### **1. The Use of Local Media**

The city's commissioners used the local news outlets to applaud the efforts of the volunteers and express pride in their ability to develop a plan and vote it into local law.<sup>268</sup> The commissioners simultaneously called on individual residents to do their part by becoming involved and sharing their particular skills or knowledge with immigrant communities to make the initiative a success.<sup>269</sup> Because only a small percentage of Dayton's total population took part in one of the subgroups, by endorsing and requesting involvement of every resident through local news outlets, the Commission spread the message of the initiative to those who might not have been involved in its creation and increased the amount of interaction between native-born residents and immigrants.

Evidence emerged of an initial struggle to get citizen commitment when the initiative passed. For example, a local news segment concluded with a poll that asked, "Will Dayton benefit from its Welcome to Dayton program for immigrants?" Viewers responded as follows: 7 percent said yes, 25 percent said only if immigrants are citizens, 42 percent said no, and 24 percent feared an increase in illegal immigration.<sup>270</sup> This poll is particularly interesting given Dayton's unfortunate history of racial discrimination, including race-based riots in the 1960s, and apprehension of including new groups.<sup>271</sup> This poll highlights the struggle between the direction the city leadership had pushed the people regarding immigrant and race relations and the possible apprehension or resistance of the

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<sup>268</sup> WDTNTV.

<sup>269</sup> WDTNTV.

<sup>270</sup> WDTNTV.

<sup>271</sup> Josh Sweigart, "Lasting Scars, Part 1: Shooting Sparked 1966 Dayton Riots," *Dayton Daily News*, September 22, 2016, <https://www.daytondailynews.com/news/lasting-scars-part-shooting-sparked-1966-dayton-riots/3jKIHMSeAQwMbAZqh2kQM/>.

people to accept that change. The next section illustrates how the Commission and the community began to implement the initiative.

## **2. The Local Community's Response**

Once the proposal was passed by the City Commission, some of the people of Dayton began working on the more than 20 recommendations incorporated into the development plan.<sup>272</sup> Those recommendations included creating an international marketplace, providing interpreters for health and city services, and incentivizing civil-servant applicants who could speak multiple languages or interpret in different languages to English.<sup>273</sup> For a complete list of the accepted recommendations, see the Appendix. These recommendations are consistent with the EU's principle of frequent interactions with member state citizens, including shared forums and intercultural dialogue.<sup>274</sup> These recommendations formed a roadmap for Dayton to follow toward effective integration.

Understanding why Welcome Dayton enjoyed so much involvement requires exploring what motivated the residents to become and stay part of the initiative. Housel posits that the intentional recognition given to each individual during these open conversations led to a sense of resourcefulness, which spurred the great growth of the Welcome Dayton initiative in its early days.<sup>275</sup> Rather than being pushed by the HRC or other city officials, individuals began to reach out to other individuals from the same city, but not necessarily the same community, to learn from and collaborate with one another.<sup>276</sup> These individuals decided to respond in a way that helped bring Dayton closer to its goal of making the city more immigrant friendly, and in the meantime, effective integration was taking place.

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<sup>272</sup> City of Dayton, Human Relations Council, *Welcome Dayton: Immigrant Friendly City* (Dayton, OH: City of Dayton, 2011), <http://www.welcomedayton.org/wp-content/uploads/2012/01/Welcome-Dayton-immigrant-friendly-report-final.pdf>.

<sup>273</sup> City of Dayton, Human Relations Council.

<sup>274</sup> Council of the European Union, "2618th Council Meeting."

<sup>275</sup> Housel, Saxen, and Wahlrab, "Experiencing Intentional Recognition."

<sup>276</sup> Housel, Saxen, and Wahlrab.

One example of this effective outreach and collaboration was manifest in Dayton's artist community. Although one of the subgroups during the planning stages was "community, culture, arts and education," it never specifically planned an event or set an expectation of production from the community. Instead, artists took it upon themselves to create pieces that were welcoming.<sup>277</sup> They began to collaborate to create music and paintings and provide dancing lessons, all with the mission to be more welcoming and inclusive. An arts organization called CityFolk in Dayton focused on immigrant groups and tied those groups directly to the Welcome Dayton initiative. CityFolk began reaching out to different immigrant groups and international artists, asking them to share their talents and their cultures with schoolchildren and at community events.<sup>278</sup> This example shows the citizens of Dayton and immigrants engaging in an shared intercultural forum, consistent with the EU's guidelines.<sup>279</sup> This example is significant because it did not use any government support and validates the argument that integration is a societal project, not just a transaction between a government and an immigrant.

Soon after launching the initiative, the community began hosting movie nights, soccer tournaments, cooking lessons, and other cultural events geared toward educating individuals about cultures with which they might not be familiar. These outreach efforts were used as a means to introduce the attendees to the Welcome Dayton initiative. Another example of residents being resourceful was a group of local musicians who gathered other local musicians from different cultures to compose and create songs and music videos that highlighted the talents of different immigrant musicians from within Dayton's city limits.<sup>280</sup> Planning all of these culturally diverse events took coordination and communication, which highlight the importance of these examples. The people communicated effectively enough to get those events off the ground and learn from one another.

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<sup>277</sup> Housel, Saxen, and Wahlrab.

<sup>278</sup> Housel, Saxen, and Wahlrab, 397.

<sup>279</sup> Council of the European Union, "2618th Council Meeting."

<sup>280</sup> "Where There Is Love," Create Dayton, accessed June 13, 2019, video, 5:31, <http://createdayton.com/love.php>.

Two music videos produced under this creative initiative—“Where the Rivers Meet” and “Where There Is Love”—exemplify inclusive messaging.<sup>281</sup> Both videos were filmed around the city of Dayton. The title “Where the Rivers Meet” directly challenges those who may still harbor the segregationist beliefs of past Daytonians while “Where There Is Love” challenges the audience to adopt an attitude of acceptance and welcome strangers. The people who are emphasized in these music videos are very different from the news segment. Although almost every person in the aforementioned news segment, except for one man, appeared to be Caucasian, speak English, and dress in traditional American formalwear, the music videos feature people of different races and ethnicities, not always speaking English, dressed in either less-formal attire or traditional clothing from their culture, and sharing other parts of their culture such as instruments or dances. This product suggests the initiative shifted the narrative to be more welcoming. The different styles of clothing and languages allow different immigrant groups to feel accepted and welcome to maintain their identities within their original group while also becoming part of the broader Welcome Dayton group, which is consistent with the IOM’s definition and the EU’s principle for integration.

The lyrics of the songs recognize the struggles individuals might have experienced up to that point and also reinforce the idea that Dayton is now their home. The song “Where the Rivers Meet” ends with the following lines: “We all came here from somewhere, we all came here from somewhere else, we all came here from somewhere, and we are all coming home.”<sup>282</sup> This lyric resonates as the camera pans over a park in Dayton, full of the people previously described. These words are sung by a woman who appears to be African American; that fact is significant given Dayton’s history of segregation. It is a direct message to African Americans in Dayton that they should also feel at home there. Moreover, it puts those who may still hold the beliefs of old Dayton on notice—that Dayton is integrating, and they are now the minority.

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<sup>281</sup> Create Dayton.

<sup>282</sup> Create Dayton.

### 3. Law Enforcement Involvement

Throughout the development, approval, and implementation of Welcome Dayton, law enforcement feared that it could not do its job effectively because verifying a person's identity might be perceived as "unwelcoming." Both Chief Richard Biehl of the Dayton Police Department and the mayor addressed this concern.<sup>283</sup> To balance the need to identify the people they were interacting with and the directive to be more welcoming of immigrants, the City of Dayton began accepting identification cards from Mexico and Guatemala in 2005.<sup>284</sup> The city approved the plan to accept these IDs after a coalition of ethnic and cultural identity representatives from across the state spent 17 months convincing the city's agencies to accept the them, assuring the agencies that the vetting process at those consulates was sufficient. The Dayton Police Department also stopped asking immigration status-related questions to witnesses, victims, and some minor, mostly traffic, violators.

By accepting the foreign identification cards and not asking immigration-related questions, the police showed the people of Dayton a good faith effort to build trust with the community and make it safer, not to enforce federal immigration laws. The police also showed they were willing to communicate with the community and adjust their practices to meet the needs of the people they served. According to the police chief, by creating a sense of trust among the immigrant population and the police, they were able to build a productive relationship, whereby both sides could call on each other for support.<sup>285</sup> This policy change is a good example of one consistent with the IOM's definition that integration is a dynamic, two-way practice of mutual accommodation.<sup>286</sup> Additionally, the

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<sup>283</sup> "Cities and Public Safety Issues," April 9, 2018, C-SPAN, video, 3:16:48, <https://www.c-span.org/video/?443646-1/us-conference-mayors-examines-school-public-safety>.

<sup>284</sup> "City Approves Use of ID Cards for Mexican, Guatemalan Nationals," *Dayton Business Journal*, April 13, 2005, <https://www.bizjournals.com/dayton/stories/2005/04/11/daily12.html>.

<sup>285</sup> C-SPAN, "Cities and Public Safety Issues."

<sup>286</sup> Council of the European Union, "2618th Council Meeting."

police narrowed their focus of duties and reorganized their priorities to make sure the safety of the streets of Dayton was the top priority.<sup>287</sup>

Since the launch of Welcome Dayton in October 2011, Chief Biehl has lectured across the country and even testified before the U.S. House of Representatives. His message is consistent: the Dayton Police Department's decision to stop questioning the immigration status of victims and witnesses of crime, to stop arresting people the first time they are caught driving without a valid license, and to provide specialized training in how to ask someone about their immigration status has led to an increase in trust among the community and the police. In sum, the police and the community effectively communicate with each other and have adapted to each other's needs.

Furthermore, the Dayton Police Department initiated outreach programs to immigrant communities to explain different immigration options available to those seeking help from law enforcement. Police officers are also trained on when and how to inquire about an individual's immigration status and when to alert Immigration and Customs Enforcement.<sup>288</sup> This type of outreach and training builds the trust of individuals and communities, so they can become part of the residents who support the initiative. These actions are a positive response from the police in the effort to make Dayton more immigrant friendly while balancing law enforcement responsibilities, yet another example of following the principles of effective integration by engaging in a mutually accommodating dialogue.<sup>289</sup> When considering a model for policing policies related to integration, Dayton Police Department is the gold standard.

#### **4. Local Leadership's Role**

Former Dayton Mayor Gary Leitzell and the city's commissioners played a pivotal role in the inception, development, passing, and growth of the Welcome Dayton initiative. Leitzell's statements throughout the early days of Welcome Dayton made it clear that

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<sup>287</sup> C-SPAN, "Cities and Public Safety Issues"; Richard Biehl, "My Story: Chief Richard Biehl," Welcome Dayton, accessed June 26, 2019, <http://www.welcomedayton.org/my-story-chief-richard-biehl/>.

<sup>288</sup> Housel, Saxen, and Wahlrab, "Experiencing Intentional Recognition," 388.

<sup>289</sup> Council of the European Union, "2618th Council Meeting."

federal immigration laws still applied in Dayton.<sup>290</sup> The distinction between legal and illegal immigration was crucial. Mayor Leitzell did not announce that just any immigrant was welcome; instead, he made a point of announcing that federal immigration laws still applied and that the goal of the program was citizenship.<sup>291</sup> The mayor made it clear to federal authorities that Dayton adhered to federal immigration laws and remained supportive of the initiative. By stating on a national news outlet that the goal of the program was citizenship, the mayor reminded local constituents of his expectations while making himself accountable to a national audience.

The mayor gave a different speech to a local audience. On the same local news segment mentioned earlier, from the night the initiative was passed, the mayor stated “that the enforcement of federal immigration laws would be left to federal law enforcement and the initiative would focus on treating all people kindly, fairly, and humanely.”<sup>292</sup> The mayor played a vastly different role in each segment. He went from a position of power in Dayton with support from the people of Dayton to an exception to the rule and possible rebel. He went from declaring what the policy would be in Dayton to suggesting what it could be nationwide. Similar to the citizens who came to the commissioners’ hearing before the vote with a statement and a prayer, the mayor was looking to inform or influence the national audience. He also built in a significant caveat with the distinction between legal and illegal immigration on national news while being inclusive of all on the local news. The mayor’s efforts to inform all Daytonians of the program’s goals and the laws to be enforced exemplifies a local leader developing clear goals and indicators consistent with the EU’s principles.<sup>293</sup>

## **C. ANALYSIS**

Given the information on Dayton, this case study received the following scores in each of the evaluation areas described in the research design:

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<sup>290</sup> CBS News, “Ohio City Actively Seeking Legal Immigrants,” October 25, 2011, YouTube, video, 4:11, <https://www.youtube.com/watch?v=rTvc33HLtDY>.

<sup>291</sup> CBS News.

<sup>292</sup> WDTN TV, “Welcome Dayton Immigrant Plan Approved.”

<sup>293</sup> Council of the European Union, “2618th Council Meeting.”

1. Employment, education, and equal access to services: 4
2. Respect for cultures: 4
3. Communication and participation: 5

In analyzing the first set of criteria—employment, education, and equal access to services—Dayton has a large foreign-born population who is employed and well educated; thus, Dayton earns 4 out of 5 points. According to a report released by the Welcome Dayton initiative in consultation with the New American Economy, Dayton has had the greatest per capita increase of a foreign-born population in the United States since 2000.<sup>294</sup> Dayton’s immigration rate increased by 40.3 percent in 2013, compared to Ohio’s 7 percent and the greater country’s 13.4 percent increase.<sup>295</sup>

Foreign-born Daytonians also pay state and local taxes to the tune of over \$15 million and have a spending power of more than \$115 million.<sup>296</sup> In 2014, immigrant-owned businesses had more than a \$500 million economic impact in the state of Ohio.<sup>297</sup> As for influence on the labor market, between 2007 and 2012, the number of workers who were foreign-born increased 23.2 percent, and immigrants were twice as likely to be entrepreneurs than native-born residents.<sup>298</sup> In education, 17 percent of foreign-born Daytonians have bachelor’s degrees while 10 percent of native-born residents have them.<sup>299</sup> As for advanced degrees, 5.4 percent of foreign-born Daytonians have them, compared to 3.7 percent of native-born residents.<sup>300</sup> The increase in educated and employed immigrants is consistent with the principles that education and employment are

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<sup>294</sup> “Immigrant Impact Facts,” Welcome Dayton, 2014, <http://www.welcomedayton.org/wp-content/uploads/2014/03/Welcome-Day-Factssm.pdf>.

<sup>295</sup> Welcome Dayton.

<sup>296</sup> “Welcome to Dayton: How Immigrants Are Helping to Grow Dayton’s Economy and Reverse Population Decline,” Welcome Dayton, 2013, <http://www.welcomedayton.org/wp-content/uploads/2013/06/Dayton-Research-Brief-FINAL-July-7-12pm.pdf>.

<sup>297</sup> Cornelius Frolik, “Immigrants Had \$500M Economic Impact in Ohio, Data Says,” *Dayton Daily News*, September 14, 2016, <https://www.daytondailynews.com/news/immigrants-had-500m-economic-impact-ohio-data-says/IKSJ97217ByMeUeG49b9vO/>.

<sup>298</sup> Welcome Dayton, “Welcome to Dayton.”

<sup>299</sup> Welcome Dayton.

<sup>300</sup> Welcome Dayton.

crucial and could be indicators of successful integration.<sup>301</sup> However, children make up about one-third of the foreign-born population in Dayton.<sup>302</sup> In 2013, there were 725 limited English proficient students in Dayton schools, representing 35 countries and 25 languages.<sup>303</sup> These figures indicate that work still needs to be done regarding the education of immigrant children, consistent with the education principle from the EU.<sup>304</sup> As immigrant employment and education numbers both recently increased dramatically, but immigrant children in Dayton may still need help learning English, Dayton earns 4 of 5 possible points in employment, education, and equal access to services. In conclusion, the data prove that Dayton is a great model to follow to achieve effective levels of employment, education, and access to services. It will also be valuable to observe Dayton's handling of English education for children in the future to see whether it is worthy of modeling.

In examining the second set of criteria—respect for cultures—Dayton is successful and, as such, earns 4 out of 5 points. The Welcome Dayton initiative has focused on making the city more immigrant friendly, which includes embracing diverse cultures and religions. Dayton holds multiple events to encourage immigrants and native-born Daytonians to share their cultural backgrounds and practices. The artist community is a great example of a group that ensures everyone's culture is celebrated. The community invites musicians from all backgrounds to take part in its projects, bring instruments from their home countries, and wear the clothes they would wear in their original home.

Despite a few examples of people who did not want to make Dayton a culturally diverse place during the initial hearings, examples of Daytonians embracing people and things from all cultures abound. The number of working groups and community-developed events shows a commitment to recognizing each individual's culture and religion, earning Dayton 4 out of 5 points in respect for cultures. Some evidence in the surveys indicate that certain individuals in the area did not want immigrants in Dayton, and the presence of such dissenters, consistent with other case studies, means Dayton could not earn 5 out of 5

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<sup>301</sup> Council of the European Union, "2618th Council Meeting."

<sup>302</sup> Welcome Dayton, "Immigrant Impact Facts."

<sup>303</sup> Welcome Dayton.

<sup>304</sup> Council of the European Union, "2618th Council Meeting."

points. In sum, Dayton's model emphasizes the importance of respect for cultures, even though some do not agree. Dayton does an excellent job acknowledging all opinions while continuing to focus on pushing a narrative that encourages everyone to respect each other's cultures and, in turn, be more welcoming.

In applying the third set of criteria—communication and participation—Dayton is successful, and earns 5 out of 5, accordingly. Dayton has structured the Welcome Dayton initiative around frequent interactions and is constantly reassessing its programs to make the city more immigrant friendly. Local leaders in Dayton initiate the working groups so that multiple parties can get involved and have their opinions heard. From the initial meetings, to the approval hearing, to the implementation and feedback gathering, communication is encouraged. Dayton's mayor stated publicly that the goal of Welcome Dayton was citizenship—to be consistent with national integration goals. In the two years following Welcome Dayton's launch, the percentage of eligible immigrants who naturalized went from 53 percent to 57 percent.<sup>305</sup> Immigrants are not just naturalizing; they are also staying in Dayton. The percentage of immigrants who lived in Dayton longer than one year increased from 64 percent in 2007 to 79 percent in 2012.<sup>306</sup> The increase in the number of immigrants naturalizing and staying in Dayton is a measurable and useful when evaluating the program, in accordance with the EU's principle on evaluation.<sup>307</sup>

In February 2014, the Center for Urban and Public Affairs at Wright State University released a report based on a survey from November and December 2013 of native-born residents about the effects of Welcome Dayton.<sup>308</sup> The survey found that 67 percent of respondents agree that immigrants make the community a better place to live.<sup>309</sup> Moreover, 63 percent of residents believe immigrants are beneficial to the economy, but

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<sup>305</sup> Welcome Dayton, "Welcome to Dayton," 3.

<sup>306</sup> Welcome Dayton, 4.

<sup>307</sup> Council of the European Union, "2618th Council Meeting."

<sup>308</sup> Wright State University, Center for Urban and Public Affairs, *Welcome Dayton Initiative* (Dayton, OH: Wright State University, Center for Urban and Public Affairs, 2014), <http://www.weglobalnetwork.org/wp-content/uploads/2014/11/CUPAFinal-Draft.pdf>.

<sup>309</sup> Wright State University.

44 percent believe immigrants have taken jobs away from people in Dayton.<sup>310</sup> Finally, 14 percent of those surveyed believe immigrants increase crime rates.<sup>311</sup> These conflicting results are puzzling.

The city issued several reports and surveys in an effort to measure the success of Welcome Dayton.<sup>312</sup> These reports and surveys are important because they show the areas where Dayton is succeeding in integrating immigrants and where it is not. Dayton understands the need for constant re-evaluation and improvement, which has earned it 5 out of 5 points in communication and participation. Dayton is an excellent model to follow to achieve effective communication and participation because it understands the importance of two-way communication, feedback, and clear messaging as a comprehensive approach to communication.

#### **D. CONCLUSION**

The Welcome Dayton initiative is a complex web of social interactions that led to a social movement and contributed to saving what was otherwise regarded a dying city. One challenge in adopting the Welcome Dayton approach has been that the initiative was never meant to hit an end point or have a “mission accomplished” moment. Its purpose is to motivate citizens to be more welcoming of each other, regardless of immigration status. There are currently no established metrics to gauge the success of the Welcome initiatives. Both the theory and the program are meant to be constantly re-evaluated and modified through surveys and policy initiatives. This initiative follows the general position that immigrant integration is never finished but rather is a process that constantly needs to be re-evaluated and improved.<sup>313</sup>

The effects of the Welcome Dayton initiative on the city of Dayton can only be appreciated once there is a full understanding of the events that led to its inception and the

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<sup>310</sup> Wright State University, 26.

<sup>311</sup> Wright State University, 22.

<sup>312</sup> Wright State University, *Welcome Dayton Initiative*; Welcome Dayton, “Immigrant Impact Facts”; Opinion Works, *2018 Dayton Survey* (Dayton, OH: City of Dayton, 2018), <https://www.daytonohio.gov/DocumentCenter/View/5808/2018-Dayton-Survey-Final-Report>.

<sup>313</sup> International Organization for Migration, “IOM and Migrant Integration.”

methods that were used to foster the ideas that led to the initiative. A community leader challenged the local government to address racial discrimination in Dayton. The local government responded by proposing a plan to transform Dayton into a multicultural city. To make Dayton a multicultural city, officials relied on their community to build and foster relationships that led to a more understanding, kinder community. Reversing Dayton's history of exclusion and embracing a new sense of inclusion required dedication not only from community organizers but everyday citizens and even political leadership. Dayton is effectively integrating immigrants.

## **VI. ANALYSIS, FINDINGS, AND RECOMMENDATIONS**

This thesis aspired to explore and analyze different methods of integration and develop recommendations for local leaders in the United States who are interested in integrating immigrants into their localities. To that end, this author researched and analyzed the integration policies and programs of four different case studies and measured the level of effectiveness of each using the IOM's definition of integration and the EU's guiding principles on integrating immigrants.<sup>314</sup> In an effort to measure the effectiveness, this thesis categorized the principles into broader categories and assigned a value to each case study based on how effective it was at incorporating the principles within the categories. This chapter provides a comparative analysis of each of the case studies, presents findings, and offers recommendations for local leaders in the United States to integrate immigrants into their localities more effectively.

### **A. COMPARATIVE ANALYSIS**

While each of these case studies is from a different country or locality with different laws and government structure it is important to highlight the similarities and differences in an effort to find a middle ground that can be applied at the local level in the United States. Each case study did something slightly different, and the data highlighted the effects of those differences. This thesis does not claim that these specific programs or policies are the only or direct cause for changes in the data but rather that the programs and policies can play a role in changes to the data. Figure 6 provides a visual representation of how each case study scored in the selected criteria.

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<sup>314</sup> International Organization for Migration, "IOM and Migrant Integration"; Council of the European Union, "2618th Council Meeting."

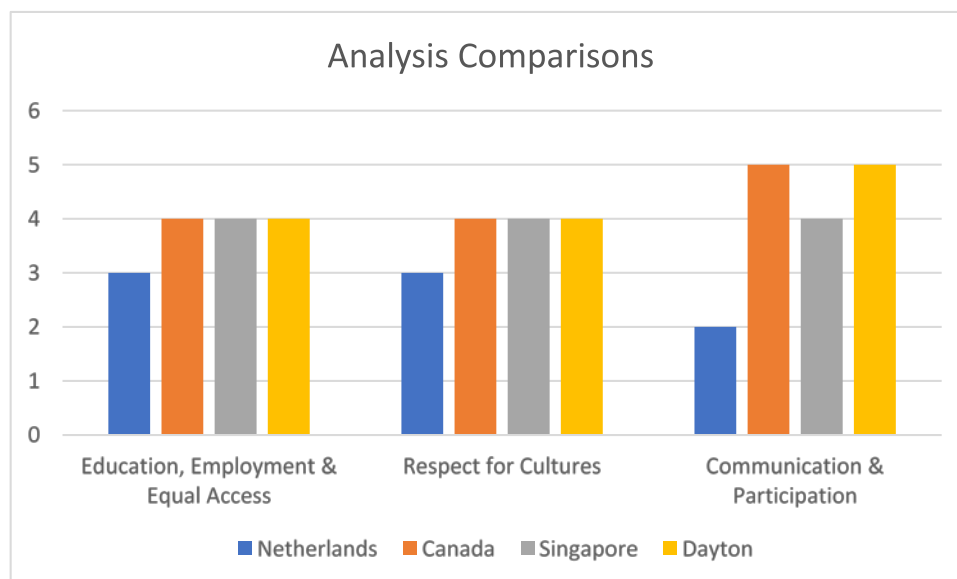


Figure 6. Scores by Category for Each Case Study

As the graph demonstrates, most case studies scored between 3 and 4 points in education, employment, and equal access. Canada, Singapore, and Dayton tied for the highest score while the Netherlands scored the lowest. The difference between the Canadian and the Dutch approach is that Canada is using pilot programs to bring in people who are already hireable and educated to fill a need already identified. There was no evidence that the Netherlands has worked with any local officials or corporations to identify needs at the local level. Furthermore, Canada passed laws to ensure equal access to services for immigrants from the point of arrival; on the other hand, the Netherlands has focused more on integrating immigrants to become Dutch citizens. Singapore is also noteworthy here because it provided great examples of how integration policy became mainstream policy. Dayton also scored 4 points in this category because of the rapid growth in foreign-born people working and because a larger percentage of foreign-born Daytonians have bachelor's and advanced degrees than native-born Daytonians.

As for the respect for cultures category, all four case studies scored a 3 or higher, indicating they are all moderately successful. Canada, Singapore, and Dayton were the most successful because they had clear messaging from leadership not only to accept but also to encourage people to practice their cultures and religions, no matter how different

they are. Dayton's initiative centered on making immigrants feel more welcome in Dayton, and one way it accomplished that goal was by encouraging religious and cultural practices. The Netherlands case was interesting in this category because it has been successful at teaching immigrants the Dutch language, history, and traditions, but the classes are mandatory, as they are in Singapore. Unlike Singapore, however, the Netherlands has not created a balance whereby immigrants can share their experiences with the government and other Dutch people—the Singapore Citizenship Journey does succeed along this line. This category was not about who could best teach the language, traditions, and cultures to immigrants but rather who could balance teaching the host country's subjects with creating room for new cultures and religions.

Finally, the communication and participation category proved to have the greatest disparity among the case studies, with Canada and Dayton earning 5 and the Netherlands earning 2. The Netherlands was not successful here because it did not foster frequent interaction among its stakeholders, other than through mandatory interactions; it did not recognize that integration is an ongoing process; and it did not have an active feedback and re-evaluation process. Dayton, on the other hand, has fostered frequent interaction from the beginning via working groups and community events. Dayton leadership and the community recognize that integration is a process, and they have issued and participated in several surveys and reports designed to measure the success of the integration processes and policies that were instituted in Dayton. It is interesting, however, that both the Netherlands and Dayton have the same integration goal—to create more citizens—but the methods they have chosen to reach those goals could not be more different. Canada also leverages local partners and uses pilots such as the PNP to ensure that each stakeholder is taking responsibility for its share of the integration effort. Canada has also shown evidence that foreign-born Canadians are participating in the democratic process, which is part of the EU's principles included in this category.

In sum, each case study offers ideas for how host societies and immigrants might adapt to their new partners and highlights how complex integration can be. The following pages distill these ideas into findings and recommendations for local leaders in the United States.

## **B. FINDINGS**

Whether it be a national- or local-level case study, each case offers several lessons from other leaders in developing integration policies or implementing integration programs. This section focuses on broad findings for local leaders. It became clear through the case studies that the more the governments and immigrants engaged in mutual adaptation, the more likely the immigrant population was to be employed and educated, which is consistent with the IOM's definition. Furthermore, the more a government engaged in two-way dialogue with other stakeholders, such as corporations, community leaders, law enforcement personnel, and immigrant groups, the more likely those immigrants were to participate in their new society by buying property in the area, starting businesses, voting, and assuming the host country's national identity.

The first finding is that the integration process has no end. If integration is considered complete, either party can disengage, and the communication can slow or stop, causing the end of mutual adaptation. For example, the Netherlands created a system that has a clear start and finish line. Furthermore, its curriculum is mandatory and only involves the immigrant's completing a checklist provided by the government. In return, the immigrant learns whatever is part of the curriculum and then receives a certificate of completion. Moreover, Dutch immigrants are punished if they do not complete the curriculum, and they are not provided with much guidance in how to navigate the government's process, let alone given a voice in adapting the process. This type of one-way communication does not lend itself toward effective mutual adaptation but rather mandates conforming to a certain set of criteria or minimum qualifications.

Similarly, Singapore also has a mandatory integration process in the SCJ. While the citizenship journey is technically complete after the third step, Singapore is more effective at communicating and adapting throughout the process in an effort to leave immigrants feeling as if they could communicate further with the people and organizations they met along the journey. Singapore has been able to leverage the community a bit more than the Netherlands has, while keeping a structured curriculum with a completion point. The SCJ includes several structured activities as well as unstructured activities, which allow immigrants to learn at their own pace and engage other community members to

gather the information they need. Furthermore, the SCJ is a showcase of all that Singapore has to offer immigrants, not to mention it teaches new immigrants about Singapore's past and belief system. Most importantly, Singapore leverages local groups and funds initiatives by citizens to foster a relationship between new immigrants and settled Singaporean citizens. The communication from these types of relationships is vital in the mutual adaptation that is integration. In sum, there is nothing wrong with making integration programs mandatory; however, communication throughout the mandatory portion is key. The host government can also institute continuing integration practices that extend beyond the basic curriculum, as Singapore, Canada, and Dayton have done. Each of these case studies have leveraged other stakeholders to hold events or take responsibility for communicating with immigrants and assisting them in adjusting to their new locales.

The next finding is that the more stakeholders engaging in the integration process, the better. Canada is a great example of effective communication between multiple stakeholders, namely, the federal government, the provincial government, corporations, and immigrants. The federal government has retained its function as the primary gatekeeper for admission to Canada yet allows the provinces to address needs they may have regarding immigration. The PNP is an example of multilevel communication between federal and provincial governments, provincial governments and corporations, and individual immigrants and government entities and corporations. The PNP allows Canada, at the federal level, to follow its guiding principle of being welcoming of immigrants and the provincial government to bring in qualified immigrants to address needs it may have in its society and labor market. The PNP allows corporations to bring in the most qualified immigrants to fill vacancies in their corporations. Finally, it gives immigrants who want to be part of Canadian society an opportunity to live and work in Canada. Also, provincial governments can negotiate with corporations to act as sponsors of sorts to help new employees adjust to life in Canada in return for provincial-level perks such as tax breaks or incentives. Canada's ability to leverage this multilevel system of communication to create a more educated, more employed nation makes it an excellent case study.

Dayton, too, is a superb example of what can happen when there is clear two-way communication and buy-in from almost every level of a community. From the mayor and

commissioners to the local artists, all agreed that Dayton needed to be more immigrant friendly. After a rocky history of racial prejudice, Dayton's community leaders spoke to local politicians and began developing a program to accomplish their goal. What Dayton has done that the other case studies have not involves the leaders' providing broad guidance and then turning the project over to the community to determine the best path forward. The community built the working groups. The community built the relationships with new immigrants. The community built the initiative from the ground up. Once the initiative was built, the government stepped back in to weigh and vote on the initiative. The initiative assigned both the government and the community with important tasks, and both sides got to work. Meanwhile, some people were not interested in the initiative, and the Commission heard their perspectives, too, before the vote. Dayton effectively divided tasks and priorities so that everyone—whether immigrant, citizen, artist, government official, law enforcement leadership, police officer, or politician—took responsibility for its success.

Throughout the implementation process, everyone listened to feedback from each other, which allowed the initiative to pivot policies and funds to address the most pressing needs. Dayton's mayor sent a clear message that this was a community-wide initiative. Data suggest that immigrants are deciding to stay in Dayton after settling there; indeed, they are buying homes and working in Dayton. The Welcome Dayton initiative has created a mechanism for mutual adaptation and two-way communication between the government, citizens, and immigrants in Dayton. Singapore, too, has been effective at leveraging local groups to work with the government in the SCJ. Singapore has also offered the CIF to help local leaders and interested citizens engage with immigrants at the government's expense.

In sum, Canada, Dayton, and Singapore are examples of the multilevel communication and responsibility that are necessary to create effective integration programs in accordance with the IOM's definition. The Canadian government engages its stakeholders before immigrants arrive and remains engaged through their arrival. Dayton's government engages its stakeholders to create and manage its integration policies and programs. Singapore's government engages its stakeholders during the SCJ and afterward through the CIF. All three localities have made an effort to adopt integration policies as mainstream policies—Canada through its pilot programs to make immigrants a bigger part

of Canadian society, Singapore through the passing of laws that allow for different religious institutions to be available in housing complexes, and Dayton by accepting identification cards from different countries as if they were the same as IDs from the United States.

The final finding is that Canada, Singapore, and Dayton all have made an effort to re-evaluate their programs and policies after a certain period while the Netherlands seems to pass new laws every few years as a way to rewrite the integration policies, usually making them more restrictive for the immigrant. Canada, Singapore, and Dayton have created working groups, developed and distributed surveys, gathered feedback, and made changes to their original policies and programs, without a complete overhaul. This re-evaluation is the type of two-way communication and mutual adaptation that creates an effective system of integration. While the Netherlands quantifies its integration program's success with exam certificates, the other cases use qualitative methods to evaluate and iterate their programs.

All three programs have dates set to re-evaluate their programs. The ability to continuously give and receive feedback with stakeholders is what makes integration effective. In each of these case studies, the host country changed its needs several times in a short period. In order to effectively address these changes, the integration programs needed to change as well. For example, Canada re-evaluates the PNP annually and works with provincial partners, which work with the corporations to ensure the labor market is stable in that province. If the province states a need for a certain type of worker, the federal government can address that need via the PNP. Furthermore, Dayton consistently sends out surveys to its population to poll their positions on integration. The government can then adjust funding and resources based on those responses. One example of that adjustment is the recent expansion of interpreter services at government facilities in Dayton, which is a worthy investment in ensuring communication between immigrants who struggle with English and staff. Singapore recently published a qualitative review of its integration policies that consists of feedback from citizens and immigrants about what worked well

and what could be better.<sup>315</sup> The review reemphasizes the government’s commitment to the IOM’s definition of integration and provides stakeholders with an update on the programs in place. It also invites more feedback and help in planning the next version of integration policies and programs in Singapore.

In conclusion, the case studies that focus on improving the existing programs and policies based on feedback solicited from stakeholders are more effectively integrating immigrants. They are more successful because they are endorsing and acting upon the two-way communication model that is the definition of successful integration per the IOM.

### **C. RECOMMENDATIONS**

These findings include strategies that local leaders in the United States might or might not be able to use because of the way the U.S. immigration system is structured. The U.S. immigration system is largely controlled by the federal government. Federal authorities dictate who may enter and remain in the United States, but state and local governments have a significant say in what happens to individuals once they enter the United States. The relationship between federal, state, and local powers regarding immigration is a topic for another thesis; for the purposes of integration, however, local leaders need to know the point at which applicable federal laws and their priorities diverge and need to weigh the interest in developing a policy or program that may cost federal support.

Local leaders are the ones who largely determine what happens to the citizens in their locality on a daily basis. As long as localities are following federal laws, federal authorities will not interfere with their initiatives—immigration is no different. In order to create and maintain an effective integration policy or program at the local level, a local leader should consider the following:

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<sup>315</sup> Council of the European Union, “2618th Council Meeting.”

**1. Create an integration curriculum for new immigrants and a continuing integration program for those who have completed the first curriculum**

This recommendation models Singapore, whose case scored 4 out of 5 in respect for cultures and communication and participation. Creating an integration program similar to Singapore's allows immigrants to learn the basics of the host locality, while also giving new immigrants an opportunity to communicate with several other stakeholders in a constructive, non-adversarial manner. Whether the program is mandatory or not is up to the locality, but if it is mandatory, the locality needs to consider whether to sanction immigrants who do not comply and what chilling effect those sanctions may have on an immigrant population.

The continuing integration program should begin promptly after the completion of the initial course but be optional. Immigrants who need more assistance or want to engage with the same stakeholders further may enroll. The focus of the continuing integration program should be to make integration policy more mainstream. The program should mimic the model used to create the Welcome Dayton initiative by creating a neutral environment where everyone feels comfortable to speak and engage. While creating an environment that fosters effective communication, local leaders should also supply the means to make the ideas produced in these programs a reality, whether that be through funding or passing an ordinance or law.

In sum, the mutual adaptation process should include several integration courses that allow immigrants and stakeholders to engage on a deeper level, beyond a few hours or a basic awareness course. Furthermore, the local leaders need to provide a way for the policies or programs developed in these courses to affect the community at large and enable the policies that come from these courses to become the policies and programs of the larger community.

**2. Engage with as many stakeholders as possible as early and often as possible**

This recommendation models Canada and Dayton, whose cases scored 5 out of 5 in communication and participation. Local leaders should engage immediately with as

many stakeholders as possible. The case studies have shown that working groups can be used to great effect. The working groups can act as a liaison between the stakeholders and the local leaders and should consist of members from every interested group. The working groups should be tasked with working toward a goal, such as making the area more immigrant friendly or stimulating the local population to embrace the local identity.

The opportunity to create effective multilevel communication was pivotal in all of the case studies. The localities that engaged more stakeholders created and developed policies that addressed the populations effectively. The Canadian government, for example, engaged with local governments, corporations, and immigrants to address the needs of each party. The success of addressing those needs was clear in the OECD's numbers, which showed very little difference in the natural-born and foreign-born populations across several categories. The similarity in these figures suggests that both groups have mutually adapted—or integrated into one society—which helps to explain why the percentage of the population that identifies as Canadian is so high.

Local leaders can engage in a similar manner with its local stakeholders and federal partners, as Dayton did. Strong messaging from local leaders is essential to ensuring the stakeholders all know the intent and goals of the integration policies and procedures. Then, the working groups can stimulate the community and stakeholders to participate. Through that participation, integration policies and programs are developed, and then the local leaders can get involved again to provide the resources necessary to implement those programs.

### **3. Be clear that integration policy continues in the locality, requiring a constant improvement process to make the locality the best it can be**

This recommendation models Canada and Dayton, whose cases scored 5 out of 5 in communication and participation. Local leaders should ensure that everyone understands integration is an iterative process that will change as the needs of the community, including the immigrants, change. While there can be progress indicators and evaluation tools in place throughout the process, their purpose is not to weed out those who are struggling but to reassess the effectiveness of the policies and programs and address any issues within

them. By making integration policies part of mainstream policies and constantly requesting feedback, all of the stakeholders in the integration process can feel responsible for its success.

Dayton and Canada were effective at soliciting feedback and adjusting the programs based on that feedback. While Singapore and the Netherlands have a concrete finish line in the integration process, the Netherlands also has the largest gaps between foreign-born and native-born citizens in the OECD's data. As shown with Dayton, local leaders can be clear about a goal in integrating immigrants, such as citizenship or long-term residence, but just because a locality achieves that goal does not mean the process will stop. The process will continue to adjust based on the needs of the community.

Ultimately, these recommendations should all work simultaneously to create a system of mutual adaptation between all stakeholders in a community, including government leaders, government workers, non-governmental organizations, corporations, native-born citizens, and immigrants. The process should be constantly evaluated and redesigned, keeping in mind the EU's principles as guideposts toward meeting the IOM's definition.

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## APPENDIX. WELCOME DAYTON RECOMMENDATIONS



### Appendix B: Immigrant Friendly City (IFC) Full Reports

#### Business and Economic Development

**Objective:**

The objective of our subcommittee is to make recommendations to the city that can be implemented during the next 36 months that would help make Dayton more supportive of immigrant businesses and/or create immigrant business clusters.

**Goals:**

There are two goals of our subcommittee, to help the city create programs or policies that:

1. Rejuvenate the community by investing in a geography with immigrant businesses who are more willing to populate the city area
2. Help ease the burdens/reduce the barriers for anyone (specifically immigrants) who want to open new businesses serving whomever, wherever

The team recommends the following two courses to encourage immigrant entrepreneurship in the City of Dayton:

1. Focus on East Third Street (between Terry and Bell Streets) for immigrant entrepreneurship

East Third street, in addition to being a primary thoroughfare between Downtown and Wright Patterson Air Force Base, also encompasses an area of organic immigrant growth and available space to support continuing immigrant entrepreneurship.

**Positive assets to this area include the following:**

- Mix of available retail buildings with industrial space available around this node
- Available low-cost housing surrounding this space (immigrants like to live and work in the same community)
- St. Mary's Development of new houses in the area
- Bank—Chase Branch at the corner of East Third and Linden
- Ruskin School district (already establishing itself as an

immigrant hub; full-service school with new building and East End Services support)

- Summit Academy charter school, Stivers School for the Arts
- Pharmacy, restaurants, some established retail in and around
- Variety of worship centers surrounding the neighborhood
- Neighborhood greenspace and parks
- Immigrant entrepreneurship establishing presently
- Main transit line/bus line

Research conducted by Wright State University and the University of Cincinnati show the demographics to already include significant immigrant populations. And as new immigrants migrate to Dayton, they tend to settle with like-type ethnicities. An ample supply of low-cost housing in the area makes this area an ideal node for critical mass immigrant settlement.

In addition, the area features available commercial space—both retail and industrial.

This information means immigrant growth is already “organically” developing in this region already. By developing this node with a focus for immigrant entrepreneurship, the goal would be to allow the organic growth to continue without getting in the way (we don't want to undermine the natural growth by providing incentive for landlords to preemptively raise rates to discourage growth), and at the same time provide incentives to encourage the growth has roots for long-term sustainment and health.

**Focusing on this area, the city should consider two objectives:**

1. Help businesses grow, accounting for opportunities for short-term success as well as long-term
2. Help encourage node growth. This would require developing some sort of marketing plan to focus the



development and give unified purpose to the node

**Such support services the City could provide include the following:**

- Extend the façade grant to this area and educate the existing businesses in this area of this grant
- Outreach program to Realtors, Catholic Social Services, Job Center, Sunrise/Bomberger Centers, local worship centers and Ruskin School about the City's interest and focus for this area as an immigrant hub
- Work with existing Chase Branch to determine their interest in specializing in the neighborhood's international financial needs, including perhaps partnering with existing support services (East End or other) to provide basic financial education—specifically focused on understanding the importance of and how to establish and maintain credit; how to conduct banking transactions; etc..
- Using the WSU/UC research, develop planning that will meet the existing needs of the community (such as need for grocer and additional restaurants/cafes/gathering places)
- Consider developing a retail incubator (similar to Second Street Market) as a way to help encourage natural entrepreneurial growth and perhaps as a springboard for new businesses in this area (and even as an anchor for the node marketing program, a natural link to extend downtown as a destination, etc.)
- Create an Immigrant Entrepreneur ambassador whose sole focus is to connect immigrants with existing services and support for entrepreneurs and help them navigate the system while also providing primary feedback and “voice” to the city representing the immigrant entrepreneur at key decision meetings and marketing planning meetings.

**3. Create a two-way campaign around immigrant entrepreneurship.**

a. Internal: This component of the campaign would target existing teams already focused on supporting and assisting entrepreneurs and/or business development (including city/county divisions, financial institutions, realtors, etc.).

i. The purpose of this component is to best prepare

groups that would naturally come in contact with the immigrant entrepreneurs as a course of their doing business and have the resources necessary to best guide immigrant entrepreneurs.

ii. The messages, materials and perhaps presentations would provide information about the benefits of immigrant entrepreneurs (perhaps with some local case studies), awareness of how their needs might differ from other entrepreneurs, existing resources available to help address these issues, and basic cross-cultural etiquette.

b. External: This component of the campaign would target the public in our community.

i. The purpose of this component is to ease fear.

ii. Immigrants and immigrant entrepreneurs have told the task force members that seeing stories in the paper about the work of the task force has eased some of the fear they had about being an immigrant. They indicated it also let them know others were out there trying to do the same thing they were, thereby giving them encouragement.

iii. Though task force members haven't directly heard about any fear from non-immigrant residents, we anticipate that the uncertainty of change and differences immigrants naturally bring to a city/neighborhood/business district are bound to exist, and could create issues. Therefore, part of the external campaign should be to show the value of immigrant entrepreneurship (and immigrant residency in total) to the city/neighborhoods/business districts/etc., perhaps even culling through the history of Dayton to show that this is a natural part of our heritage and even a vital component of our “Innovation” reputation (think Dayton Patented), and perhaps even provide some basic cross-cultural etiquette standards or resources to learn more about immigrants in the area (perhaps involving the social task force committee's recommendations, or having an informational booth at the various cultural events, or lectures/presentations at libraries in immigrant saturated areas—of course led by or held in close collaboration with the existing immigrant established groups)



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## Local Government and Justice System

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**Narration:** Integration of immigrants into the greater Dayton community can be greatly eased by government and justice system integration policies. The local government and justice system subcommittee urges action to improve language interpreter capabilities, action to increase immigrant participation in government and community organizations and activities, action to increase trust and communication between immigrant communities and law enforcement officers, and action to overcome language barriers in the court system and prosecutors' offices.

### Recommendation Statement 1

Promote increased access to government services for Dayton's residents who are limited English proficient (LEP) by having language access services available.

- a. A brief description of the issue being addressed: LEP persons have a difficult time communicating with service providers because of language barriers.
- b. Goals/objectives that can be accomplished in the next 3 years:

### Access to Interpreter Services

- Have a city/county-wide interpreter for widely-used languages
- Establish accounts with professional phone interpreting services & either instruct employees on how to use this or have a central contact who could assist employees on accessing the service
- Develop a list or bank of city/county employees and/or volunteers who could be called to serve as interpreters
- Provide translations of FAQs and written materials – can use students or volunteers to do the initial translation to save on costs and then have them reviewed by an outside/professional source
- Team up with existing language access programs and advocates to evaluate the best way to implement a program in the Dayton area

■ **Note:** having a policy on how to implement language access is not enough – all employees, including those at the point of contact, must be familiar with the policy and be able to effectively use it

### Increase hiring/retention of those with foreign language skills

- Offer hiring incentives to those who speak a foreign language, including offering extra points on the civil service exam
- Offer incentives to encourage government employees to learn a foreign language and help provide them with the necessary resources to do so (e.g. buy a copy of Rosetta Stone)
- Implement a diversity hiring plan aimed at hiring some immigrants who are residents and members of our community

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: HRC, Civil Service, City Commission

d. Identified resources: Local universities & schools

### Recommendation Statement 2

Increase involvement of immigrants in policy making and community programs by removing barriers to participation and encouraging civic activities.

- a. A brief description of the issue being addressed: Because of restrictions on participation or lack of awareness, immigrants are not as involved in community and civic programs.
- b. Goals/objectives that can be accomplished in the next 3 years:

- Encourage the City of Dayton to adopt a resolution that allows Priority Boards to create a seat for immigrants who reside in the respective Priority Board boundaries without that immigrant being a registered voter



- Promote citizenship classes and programs such as the Neighborhood Leadership Institute or the Chamber of Commerce Leadership Dayton and similar programs that teach civics

- Create an advisory group to the city/county commissioners comprised of immigrants from the community who can advise the commissioners on issues important to their community

- Apply for grant for Citizenship and Integration program to help immigrants study for naturalization (English language skills and US civics) and to help them prepare their applications for naturalization

- Citywide ID

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: City Commissioners, Chamber of Commerce, Dayton Mayor, Dayton Police Department, Citizenship Participation

d. Identified resources: suburban mayors, managers, & city commissioners

### Recommendation Statement 3

Adopt law enforcement policies that are "immigrant-friendly" throughout the greater Dayton area.

a. A brief description of the issue being addressed: While some local law enforcement agencies already have these policies, others do not.

b. Goals/objectives that can be accomplished in the next 3 years:

- emphasize immigration status checks limited to people suspected of serious crime only, and promote reporting of crime and prevent further victimization of victims of crime by not questioning victims/witnesses about their immigration status

- not engaging in racial or ethnic profiling

- focus enforcement efforts on serious/violent crime and not federal immigration law, which is mostly civil in nature – this is the job of the federal government, especially given that local government resources are stretched to the maximum and should therefore be preserved for enforcement efforts that will result in a

reduction of crime and a safer community

- training officers in cross-cultural competency

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Criminal Justice Council; County Commissioners

d. Identified resources: Dayton Police Department, Sheriff's Department, mayors, managers, city commissioners, and township trustees

### Recommendation Statement 4

Ensure access to the justice system for immigrants, regardless of language barriers or status.

a. A brief description of the issue being addressed: Language barriers mean that immigrants are less likely to make effective use of our justice system.

b. Goals/objectives that can be accomplished in the next 3 years:

- Provide translations of FAQs and written materials (court instructions, standard forms, etc.)

- Establish accounts with professional phone interpreting services & either instruct employees on how to use this or have a central contact who could assist employees on accessing the service

- Have a city/county-wide interpreter for widely-used languages

- Important: professional services as opposed to untrained volunteers should be utilized because of the higher stakes involved

- work with Volunteer Lawyer Project, Dayton Bar Association & local attorneys to provide pro bono services or set up a referral bank of those attorneys who are willing to make language accommodations

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Supreme Court of Ohio Interpreter Services

d. Identified resources: Prosecutors and judges



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## Social Services and Health Services

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Provide any narrative about your process or story background that you care to convey to the community about your process:

This is a broad area, so we chose to focus on social and health services that support the transition and integration of immigrants. We asked ourselves what will help our immigrant population grow and prosper and what will help the existing community respond to their presence. Many immigrants encounter considerable barriers to accessing services that are related to limited availability of translated resource information, lack of interpreters for persons who are not proficient in English and limited understanding of cultural and access issues that affect immigrant and refugee populations. Some immigrant and refugee populations are specifically limited by law or practice in their ability to access certain services and this can only be remedied through policy and legislative changes.

**1. Recommendation Statement:** Establish a website specific to immigrant populations that lists health and social service information, including where persons may access resources and creates a network among existing area websites. The goal would be to enhance, not duplicate, what is already being furnished in the community, including the 211 website of United Way, among others.

a. A brief description of the issue being addressed: Immigrants often are confused by the social service and health delivery systems that may be quite different than the ones in their former homes. In addition, resource data is frequently not available in their spoken language and is difficult to obtain. Also, health and social service providers often lack critical information that can aid in delivery of service to immigrant populations.

b. Goals/objectives that can be accomplished in the next 3 years

i. Determine all existing resources

1. Who has brochures and/or websites?

2. Who has conducted projects aimed at increasing information?

ii. Determine the quality, accuracy, and accessibility of existing resources

iii. Create a listing of known immigrant populations in Montgomery County, including a brief summary about the health culture and needs of each population

iv. Create a health and social services directory which lists health services, social services, and providers with the capacity to serve immigrant populations

v. Develop a health and social services resources clearinghouse with links to health data and information in various languages across a wide range of topics, such as H1N1, emergency preparedness, and chronic disease support and services. This site should also include relevant social services that meet the needs of the target populations, such as food banks, clothing, housing, and where to complain.

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: United Way HelpLink, PHDMC, Latino Dream Team.

d. Identified resources: CDC list of populations by county ([www.bt.cdc.gov/snaps/data/39/39113.htm](http://www.bt.cdc.gov/snaps/data/39/39113.htm)), [www.phdmc.org/dche](http://www.phdmc.org/dche), Catholic Social Services resettlement data, [www.latinodayton.org](http://www.latinodayton.org), <http://iis.stat.wright.edu/AAC-Dayton/index.htm>, [www.e-radiography.net/technique/Culture/culture\\_index.htm](http://www.e-radiography.net/technique/Culture/culture_index.htm) (or something similar), many resources about specific health issues are available at the national level in various languages, Family Resource Guide (FCLC), No Wrong Door (FCLC), Help Link, and HealthLink Rotary/Reach Out project. It should be noted that many of these resources are outdated or incomplete. Currently HelpLink provides phone referrals and has the ability to respond to the needs of some non English speaking populations. The current web resource for HelpLink 211 is not translated. However, the web resources for 211 HelpLink are much improved.

e. Any other background information necessary or available: One concern is the accessibility of the internet for some immigrants, but the Dayton Metro library is



trying to reach out and another subcommittee is exploring VocalPress, a new voice activated technology for internet use through cell phones. In addition, neighborhood based agencies like East End Community Services and others also have computer labs where individuals can access information. Another concern is who would maintain and update any such website.

**2. Recommendation Statement:** Assess language accessibility and cultural competency at area hospitals, public clinics, and social service agencies

- a. A brief description of the issue being addressed: There is a lack of language accessibility and cultural competency in major organizations which makes it difficult for immigrants to receive health and social services.
- b. Goals/objectives that can be accomplished in the next 3 years
  - i. Create a chart that identifies the first step when a non-English speaker makes contact at these places
  - ii. Assess knowledge of policy among front desk staff
  - iii. Evaluate how non-English speakers feel they are served
  - iv. Check availability of bills and other notices in other languages
  - v. Work with agencies on recruiting and maintaining bilingual/multilingual and culturally competent staff
- c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Ethnic and Cultural Diversity Caucus, Latino Connection Healthcare subcommittee.
- d. Identified resources: Ethnic and Cultural Diversity Caucus survey results, Latino Connection Healthcare subcommittee survey, Vocalink, and Miami Valley Interpreters, <http://www.hhs.gov/ocr/civilrights/resources/specialtopics/hospitalcommunication/cmsletteronincreasefunds.pdf>.
- e. Any other background information necessary or available: The Ethnic and Cultural Diversity Caucus survey revealed that interpretation and access to health care was one of the greatest challenges faced

by immigrants. Federal funding may be available for Medicaid providers and Federally Qualified Health Centers (FQHC) to bill for interpretation services.

**3. Recommendation Statement:** Create training of volunteers to serve as interpreters. Also develop a resource center or database of volunteer interpreters for medical and/or social service appointments.

- a. A brief description of the issue being addressed: There is a need for interpreters to help immigrants navigate the difficult process of receiving service and to help service providers be more effective in their service to immigrants.
- b. Goals/objectives that can be accomplished in the next 3 years
  - i. Review resources already available in the Miami Valley Region
  - ii. Create a training module for volunteer interpreters. Either online with testing, or face to face with testing. Include cultural competence in the training module
  - iii. Formulate a database of trained, volunteer interpreters and translators
- c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: United Way, Red Cross, East End Community Services or other providers. Might be a role for special ethnic self help groups like the Dayton Arab American Forum, etc. who have helped East End with Iraqis.
- d. Identified resources: East End Community Services has developed a online training module for interpretation training for social services or medical services. This could be part of a online and face to face practice of training more interpreters. Once trained, volunteer interpreters/translators might be entered into a database.
- e. Any other background information necessary or available: The Ethnic and Cultural Diversity Caucus survey revealed that interpretation and access to health care was one of the greatest challenges faced by immigrants. Interpretation and the translation of documents into multiple languages is a costly endeavor for many social services and health agencies. The cost of such services severely impacts access to service. Even



in cases where phone interpretation is available, this creates difficulties in communication.

**4. Recommendation Statement:** Form a coalition for service providers who work with immigrants or are interested in working with immigrants using existing community models.

- a. A brief description of the issue being addressed: Service providers are often disconnected and not well aware of issues and resources. This would establish a regular time to share about our needs, ideas, and services offered in order to improve collaboration and communication. This group could also serve as an advisory board to the City and other groups in order to continue the IFC conversation.
- b. Goals/objectives that can be accomplished in the next 3 years
  - i. Interview leaders of Latino Connection and CARE for advice on their models
  - ii. Invite service providers to monthly/bi-monthly/quarterly meetings for networking, educating, and sharing information
  - iii. Establish list of relevant presentations or discussion topics
- c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Human Relations Council, Priority Boards, East End Community Center, Catholic Social Services
- d. Identified resources: Latino Connection and CARE (Coalition for Asylee and Refugee Empowerment)
- e. Any other background information necessary or available: Latino Connection was formed 10 years ago through a joint effort between Dayton Police Department and community advocates to respond to the growing presence of Latinos in Dayton. It has served a critical role in educating service providers and creating a forum for discussion and networking. Latino Connection has presented their unique model to groups in Dayton, Springfield, and Cincinnati.

**5. Recommendation Statement:** Recommend

policy changes to Dayton's lobbyists at state and federal levels.

- a. A brief description of the issue being addressed: Many service providers are limited by state and federal policies regarding benefits for immigrants. The City of Dayton has lobbyists who could speak to legislators on our behalf and advocate for necessary changes.
- b. Goals/objectives that can be accomplished in the next 3 years:
  - i. Identify lobbyists and informed community advocates
  - ii. Establish best method of communication between involved persons
- c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals
- d. Identified resources: Ethnic and Cultural Diversity Caucus survey, JFS staff, Catholic Social Services, LIRA (Latino and Immigrant Rights Advocates), AFSC, etc
- e. Any other background information necessary or available: Both immigrants and the health and social service agencies that serve them are often limited by laws and policies. While individuals and organizations may organize their own advocacy efforts, they could benefit from the support of local government lobbyists.

**6. Recommendation Statement:** Educate immigrants about government services, laws, and social services and educate social services providers and government officials about immigrants.

- a. A brief description of the issue being addressed: Many immigrants are misinformed or enter our communities with different perspectives based on their home country experiences.
- b. Goals/objectives that can be accomplished in the next 3 years
  - i. Identify focus areas (e.g., Domestic Violence, Parenting, Housing, etc)
  - ii. Identify teachers or mentors
  - iii. Establish best way to conduct training (e.g., NLI



classes, mentoring, civics infused ESL, etc.).

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Dayton Mediation Center, NCCJ.

d. Identified resources: updayton initiative "Dayton Embrace," NLI model of short-term weekly informative sessions, Kettering City Schools, East End Community Center, trained volunteers from Dayton Mediation Center.

e. Any other background information necessary or available: Special consideration should be given to the age and gender of groups and partners given some cultural differences surrounding relationships.

**7. Recommendation Statement:** Assist the Ethnic and Cultural Diversity Caucus to distribute the results of their community refugee survey

a. A brief description of the issue being addressed: The Ethnic and Cultural Diversity Caucus is conducting a community survey to evaluate how well refugees are integrating into our community and what are their needs and challenges. Upon completion of the project, they are seeking assistance in distributing the results and working

with community leaders and partners to respond to the results.

b. Goals/objectives that can be accomplished in the next 3 years

i. Identify community partners and leaders who should be informed

ii. Develop methods to distribute info (e.g., community forum, press release, published report, agency level meetings, etc.)

c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals: Ethnic and Cultural Diversity Caucus, United Way.

d. Identified resources: Ethnic and Cultural Diversity Caucus, United Way.

e. Any other background information necessary or available: The Ethnic and Cultural Diversity Caucus held two Forums on Immigration in 2008 and 2009 after conducting their first assessment of immigrants. They are currently in conversation with the University of Dayton's Human Rights Studies Department about a possible collaboration as part of larger event at UD.





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## Community, Culture, Arts and Education

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Provide any narrative about your process or story background that you care to convey to the community about your process:

During the course of discussions and iterations of recommendations, this committee has returned time and again to the recognition that many excellent events and programs are already happening in Dayton that celebrate international communities and their cultures and arts. However, it is noted that there are definitely gaps in the areas of education, specifically for encouraging involvement on native U.S. volunteers and for ESL and literacy for adult English Learners, in sustained youth involvement- among international and native U.S. youth, and in the communication among various groups who are working in the areas of this subcommittee.

### Recommendation Statements:

- a. A brief description of the issue being addressed.

This subcommittee seeks to address the issues of increasing availability of ESL and literacy courses for adults, of actively involving youth in international connections and community building, and of supporting connections among active cultural/ arts organizations.

- b. Goals/objectives that can be accomplished in the next 3 years.

To address the issues discussed, this committee recommends setting the following goals:

1. To create "Cultural Brokers" through quarterly seminars focused on how to sensitively volunteer with New Americans.
2. To build a base of ESL and literacy tutors to volunteer in existing/ expanded programs.
3. To partner with Streetpeace and the Peace Academy as a base for involving other community partners working with school aged youth.
4. To support the ongoing work of Culture Builds Community (CityFolk) by removing barriers to increased participation of New Americans.

- c. Suggestions as to who might be the lead agency and who might be involved in accomplishing the goals and...

- d. Identified resources

Please note that the agencies listed here to be involved are also in most cases the very valuable identified resources.

The starred \* agency is a possible lead agency.

### Goal 1.

New Americans' Initiative (Columbus) and other researched resources

UD- Ethnic and Cultural Diversity Caucus\*

UD-- Director of International Programs

NCCJ

Sinclair – Diversity Officer

UD-- Director of Institutional Diversity and Inclusion

Catholic Social Services

Wright State University

Private practitioners

Adult Basic Literacy Education (ABLE) providers who serve New Americans

### Goal 2.

Wright State TESOL/ TEFL courses – to act as trainers for the tutors (service learning)

### Other University resources

Southwest ABLE Resource Center and Project READ (both housed at Sinclair)

**Sites:** Kettering's ABLE Programs at the Barnes School and at St. Mary's—East End, St. John's, St. Paul's, Red Cross, Libraries, Missing Peace Arts, African Christian Community Center, College Hill, Dayton Public Schools\*, Kroc Center

### Goal 3. Dakota Center

Community Schools (DPS)

East End Community Center\*

Dayton International Peace Museum

### Goal 4. CBC (CityFolk)\*

Community organizations serving immigrants

Dayton Council on World Affairs

- e. Any other background information necessary or available.

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