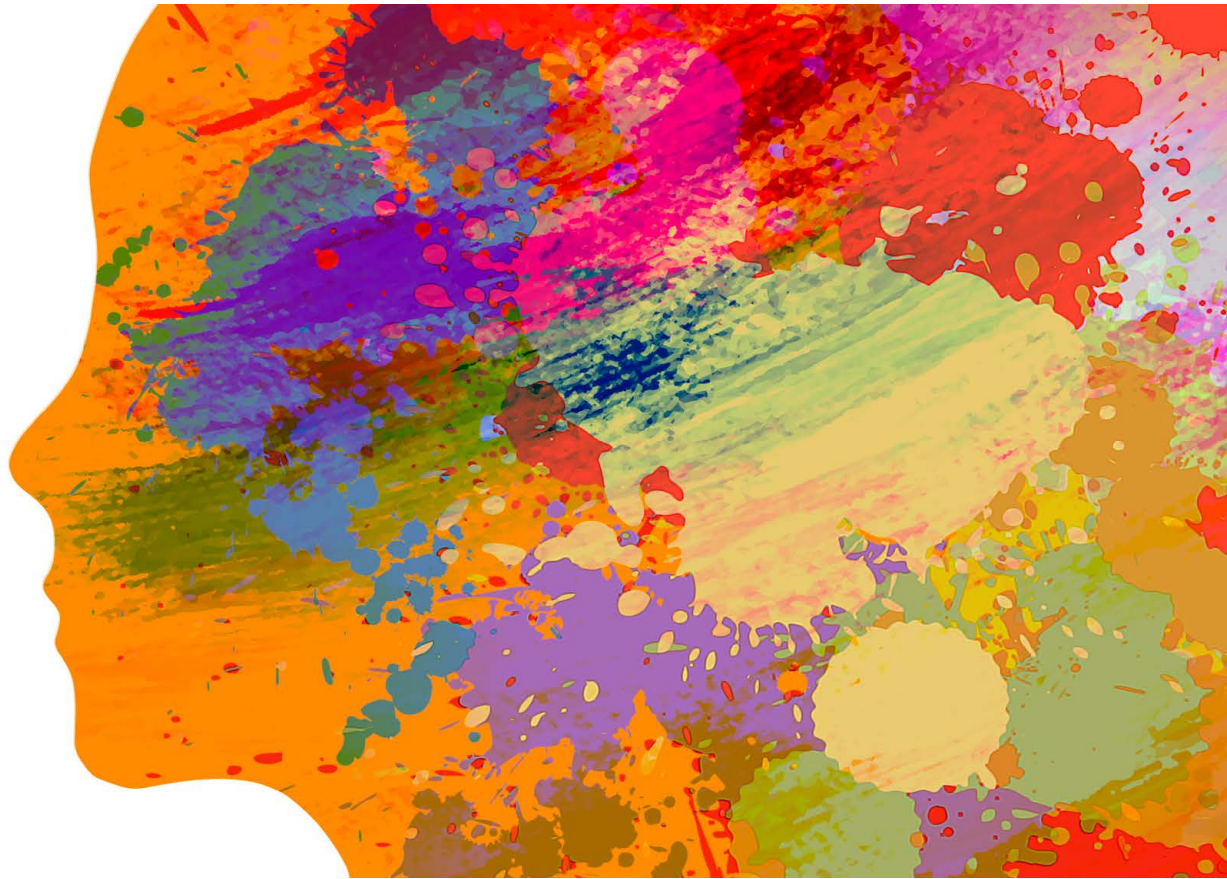




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# Implementation of measures for civic training as an important tool for integration of third- country nationals

European Migration  
Network - OECD joint Inform

October 2024

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## Explanatory note

This inform was prepared on the basis of national contributions from 25 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, PT, SE, SI, SK and RS) collected via an ad hoc query (AHQ) developed by the EMN NCPs to ensure comparability, to the extent possible. Information on non-EU OECD countries was collected and provided by the OECD. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries up to December 2023.

Statistics were sourced from Eurostat, national authorities and other (national) databases.

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## 1. KEY POINTS TO NOTE

- Twenty-two European Migration Network (EMN) Member and Observer Countries offer civic orientation courses to legally residing third-country nationals, but the target groups vary greatly.
- Legally residing third-country nationals (not including beneficiaries of international or temporary protection) are addressed in 13 of the responding countries.
- Beneficiaries of international protection are, quantitatively, the most important individual group, covered in almost all responding countries. Another notable group is beneficiaries of temporary protection (BoTP), with 14 respondent countries including them in their civic orientation courses.
- National policies differ significantly between countries and include many exceptions and additional rules, complicating direct comparisons.
- The responsibility for offering civic orientation courses or training lies with a single ministry in 14 EMN Member Countries, including ministries for internal affairs, labour, employment and/or social affairs, education, family, youth and children, and cultural affairs.
- The costs of civic orientation courses are paid by the public authorities in the majority of reporting EMN Member and Observer Countries, i.e. no cost is borne by participating third-country nationals.
- Nine EMN Member Countries reported that the courses are at least part-financed by the European Union (EU) through the Asylum, Migration and Integration Fund (AMIF), the European Social Fund (ESF), or other unspecified EU funding.
- Only two responding countries, Belgium (Flanders) and Germany, have a formal definition of civic integration. Other EMN Member and Observer Countries reported having a clear and common understanding of civic integration in the national context.
- Four key approaches for civic integration emerge, with the individual expected to: 1) demonstrate sufficient knowledge of the social, political, and cultural realities of the receiving country; 2) understand the rules, rights, obligations and duties, and fundamental values of the receiving country; 3) be (generally) integrated into the receiving society; and 4) be able to participate in public life and enjoy equal opportunities in the receiving country. For some countries, civic integration encompasses more than one of these components.
- Across all responding countries, the main goal of civic orientation is to enable and promote the integration of eligible third-country nationals by equipping them with the knowledge and skills needed to take part in the social, economic, cultural and political life of the host society. It also serves to prepare third-country nationals to respect the values and rules of a given country, understand the functioning of the host society, and become familiar with the services available.
- These objectives are reflected in the content of the civic orientation training courses. Across the majority of responding countries, topics often encompass two main elements: information on the functioning of the host society in terms of norms, values, rights, rules, and obligations; and practical information on services available, including healthcare, education, employment, housing and family benefits.
- Civic orientation courses are offered both online and onsite in 14 countries, and are exclusively face-to-face in some others. Both modalities have associated advantages and disadvantages. The (individual) needs of the participants are considered in 20 EMN Member and Observer Countries, for example flexible schedules, childcare, interpreters, and courses in different languages.
- Non-attendance at both compulsory and voluntary civic training courses can have negative consequences for beneficiaries, typically related to their right of residence in the receiving country or to their financial situation. These can include 1) negative impact on residence status, 2) reduction of benefits, 3) fines, 4) non-reimbursement of costs, and 5) expulsion from reception facilities. In 10 EMN Member and Observer Countries, non-attendance had no consequences.
- The success of civic orientation courses has already been evaluated by 16 of the respondent countries, although their scope and methodologies varied.



## 2. INTRODUCTION

This joint inform by the EMN and the Organisation for Economic Cooperation and Development (OECD) provides **an overview of civic training schemes/programmes for third-country nationals** in EMN Member and Observer Countries, including their governance and in non-EU OECD countries.<sup>1</sup>

Effective integration of migrants into the host society is a key challenge and a precondition to successful migration management for EMN Member and Observer Countries.

National governments have primary responsibility for the development and implementation of social and integration policies, with the EU playing a key support role through funding, developing guidance, and fostering relevant partnerships.<sup>2</sup>

<sup>1</sup> Australia, Canada, New Zealand, US.

<sup>2</sup> Treaty on the Functioning of the European Union (TFEU), Article 79 (ex Article 63, points 3 and 4, TEC), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX-3A12016E079>, last accessed on 28 September 2023. This gives the European Parliament and the Council the power to take measures to encourage and support Member States' actions to integrate third-country nationals residing legally on their territory.

While EU Member States may require third-country nationals to fulfil integration conditions in accordance with their national law,<sup>3</sup> they must ensure access to appropriate integration programmes in view of the specific needs of beneficiaries of refugee status or subsidiary protection status.<sup>4</sup>

Civic education plays an important role in this integration process, but measures vary greatly from one country to another, and information on the mechanisms deployed remains fragmented and incomplete.

This inform **provides information on civic training objectives and requirements** for the integration of third-country nationals; identifies the **competent authorities and allocation of costs; identifies the content of civic orientation or training courses and how they are implemented (i.e. modalities);** and collects **best practices** of EMN Member and Observer Countries to **provide useful insights into improving the implementation of different integration tools.**

The inform answers several research questions:

1. How do EMN Member and Observer Countries manage civic orientation courses or training? What are the differences between the various approaches?
2. What is the content and what are the conditions of attendance and validation of these courses for foreign nationals?
3. Are there any supports in place to help foreign nationals to attend these courses, including gender considerations?
4. How is civic training evaluated in the countries?

The scope of the inform focuses on third-country nationals already resident in EMN Member and Observer

Countries. However, an introduction to the host country's society and norms can start prior to arrival (i.e. once a visa has been secured) to prepare migrants for their first years in the host country and set appropriate expectations (see Box 1).

### Box 1: Pre-departure civic orientation

Informing migrants about the host-country society through pre-departure orientation is a longstanding practice in the OECD settlement countries (Australia, Canada, New Zealand, United States (US)), generally in the form of information sessions. In Canada, pre-departure orientation provides prospective immigrants with information about life in Canada and helps them to develop realistic expectations of integration. It also provides information on rights and obligations.

This practice is increasingly widespread, with a growing number of EMN Member Countries (e.g. Austria, Germany, Hungary, Italy) providing information sessions and language training in major origin countries so that new arrivals already have some basic knowledge of the host country upon their arrival. In Denmark, Finland, Ireland and Norway, this is only done for refugees waiting for resettlement.

Due to resource limitations, in-person pre-arrival courses are only available in some origin countries. Accordingly, a growing number of countries have implemented digital platforms for pre-arrival orientation, as a cost-effective way to expand the scale and scope of such services.

*Source: Adapted from OECD, 'Making Integration Work: Introduction measures for newly arrived migrants', 2022.<sup>5</sup>*



## 3. CIVIC ORIENTATION COURSES OR TRAINING OFFERED BY GROUP OF THIRD-COUNTRY NATIONALS IN THE EU

Twenty-two EMN Member and Observer Countries<sup>6</sup> offer civic orientation courses to legally residing third-country nationals, although the target groups vary greatly (see Table 1). Thirteen countries target all legally residing third-country nationals.<sup>7</sup> The same responding countries, with the exception of Belgium (Flanders), also target beneficiaries of international protection. This group is the most common single target group for civic orientation and training, covered by almost all responding countries<sup>8</sup> in their offer. In three countries,<sup>9</sup> it is the only group provided with civic training.

Beneficiaries of temporary protection (from now on BoTP) are covered by 14 responding countries in their civic orientation offer,<sup>10</sup> including all those targeting all legally residing third-country nationals, except France and the Netherlands. In some countries,<sup>11</sup> the courses for BoTP and beneficiaries of international protection are different to those for other legally residing third-country nationals. In Estonia, courses for the latter group include a basic module, as well as separate optional modules targeting entrepreneurs, scientists, family migrants, and those studying or working in Estonia. In Austria, lawfully settled

3 Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, Article 5(2), <https://eur-lex.europa.eu/legal-content/en/ALL/?uri=CELEX%3A32003L0109>, last accessed on 28 September 2023; Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification, Article 7(2), <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32003L0086>, last accessed on 28 September 2023.

4 Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (recast), Article 34, <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32011L0095>, last accessed on 28 September 2023.

5 OECD, Introduction Measures for Newly-Arrived Migrants, 2023, [https://www.oecd.org/en/publications/introduction-measures-for-newly-arrived-migrants\\_5aedd8fe-en.html](https://www.oecd.org/en/publications/introduction-measures-for-newly-arrived-migrants_5aedd8fe-en.html), last accessed on 9 June 2024.

6 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IT, LT, LU, LV, NL, PL, SE, SI, SK, and RS.

7 AT, BE, CY, CZ, DE, EE, EL, FI, FR, LU, LV, NL (as long as the residence purpose is long term and the person involved is obliged to civically integrate), SI.

8 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IT, LT, LU, LV, NL, PL, SE, SI, SK, and RS.

9 IT, LT and RS.

10 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, LU, LV, PL, SI.

11 AT, BE, CZ, EE, EL, FI.

third-country nationals are provided with integration courses, while persons entitled to asylum and subsidiary protection and displaced persons are provided with values and orientation courses. Courses for BoTP in Finland cover only the basics of Finnish society. In Belgium, courses for BoTP are different to those for other legally residing third-country nationals and beneficiaries of international protection. Greece's Helios integration programme provides a series of 'integration courses', with modules on Greek language, cultural orientation, job readiness, and life skills. In addition, France and Sweden specifically organise civic orientation courses for beneficiaries of family reunification, and seven countries provide courses to specific groups of legally residing third-country nationals, such as entrepreneurs, scientists, labour migrants, students, and family members (see Table 1).<sup>12</sup>

This shows an overall trend among EMN Member and Observer Countries to offer civic orientation to third-country nationals who come to settle, or for long-term stay. Nine<sup>13</sup> also offer similar courses or training to asylum applicants to prepare them for possible long-term stay. Finland reported that the courses offered to asylum applicants are less comprehensive, but nevertheless provide an overview of key aspects of life in Finland.

Ireland offers limited orientation support and English language classes to resettled refugees only, following their arrival in the country, while other migrants may access local community-based initiatives that promote integration, inclusion and diversity. Of the 25 responding countries, only Hungary and Portugal do not offer any civic orientation courses. However, Portugal includes citizenship and civic participation in other measures.

**Table 1: Target groups of civic orientation courses/training**

Civic orientation courses	EMN Member and Observer Countries
1. Legally residing third-country nationals, excluding beneficiaries of international protection and BoTP)	AT, BE, CY, CZ, DE, EE (newly arrived), EL, FI (planned), FR, LU, LV, NL, SI
2. Beneficiaries of international protection	AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, <sup>14</sup> HR, IT, LT, LU, LV, NL, PL, SE, SI, SK, and RS
3. BoTP	AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, LU, LV, PL, SI
4. Beneficiaries of family reunification	BE, FR, NL, SE, LU
5. Other legally residing third-country nationals (e.g. students, scientists, researchers)	AT (different courses for several different categories), BE, CY, EE (specific groups, such as scientists), FR (10-year residence permit holders), LU (all)
6. Long-term residents	CY, LU
7. Asylum applicants	DE, CY, ES, FI, (provided by non-governmental organisations (NGOs) and voluntary groups), LU, LV, PL, SE, SK
8. No/limited civic orientation courses	HU, IE, PT

In 12 of the responding countries,<sup>15</sup> civic orientation courses or training is compulsory for at least certain groups of migrants who are dependent on public support and/or have the prospect of staying long term in the receiving society. In the Netherlands, all third-country nationals must attend civic orientation courses if the purpose of their legal residence is long term, and they are obliged to civically integrate. This includes beneficiaries of international protection and third-country nationals who entered the country through family reunification with a person residing long-term in the country. Civic orientation courses are voluntary for third-country nationals who are not obliged to civically integrate, for example if they wish to acquire Dutch citizenship through naturalisation or apply for a permanent residence permit.

Similarly in France, civic and language training targets legally residing third-country nationals wishing to remain in the long term. Groups who stay in France for a short time (e.g. students, seconded employees, trainees, seasonal workers) are excluded, as are those undertaking

high school or graduate studies in France. In Finland, all unemployed jobseekers from third countries are required to participate in integration training and civic orientation. The Czech Republic offers a mix of voluntary and compulsory courses: 18 Centres for Support of Integration of Foreign Nationals organise courses on a range of topics, including history, customs, taxes, and childbirth and childcare. In Estonia, the scope of obligatory courses is more comprehensive for beneficiaries of international protection than for BoTP. For example, beneficiaries of international protection are required to participate in the international protection thematic module and to acquire language proficiency level A2 within two years, and B1 within five years. By contrast, BoTP are expected to attend a dedicated 'adaptation programme module' and participate in Estonian language courses at A1 level.

In a second group of countries,<sup>16</sup> participation in civic orientation courses is voluntary. However, four countries<sup>17</sup> mandate attendance if long-term residence or citizenship is sought. In Cyprus, Cypriot nationality can only be

<sup>12</sup> AT, BE, CY, EE, FR, LU.

<sup>13</sup> BE, CY, DE, ES, FI, LU, LV, PL, SK.

<sup>14</sup> Voluntary basis.

<sup>15</sup> AT, BE, CZ, DE, EE, EL, ES, FR, IT, LT, NL, SE.

<sup>16</sup> BG, CY, IE, LU, LV, PL, SI, SK and RS.

<sup>17</sup> BG, CY, LU and RS.

granted if the applicant has participated in civic orientation. In Luxembourg, attendance at all lessons on the *Vivre ensemble au Grand-Duché de Luxembourg* course or

successful completion of the exam are prerequisites for acquisition of nationality.



## 4. INSTITUTIONS RESPONSIBLE FOR THE DELIVERY OF COURSES/TRAINING

In 14 respondent countries,<sup>18</sup> the responsibility for offering civic orientation courses or training lies with a single ministry. In Bulgaria and Croatia, different ministries are in charge, depending on the thematic focus of the course or training, which ranges from integration to employment, education and culture. The ministries responsible are typically those in charge of internal affairs, labour, employment and/or social affairs, integration,

education, family, youth and children, and of cultural affairs (see Table 2). Slovenia and Serbia have independent offices specifically for refugees and migration affairs, which are not subordinated to any ministry. Cyprus has no responsible authority for civic orientation courses, but an interministerial committee (comprising the Ministries of the Interior, Education, and Justice) determines the process of offering such training.

**Table 2: Ministries in charge of civic integration courses**

Responsible ministry	EMN Member and Observer Countries
Ministry in charge of internal affairs	BE (Wallonia), CZ, DE, FR, HR, PL, SK
Ministry in charge of labour, employment and/or social affairs	BE (Wallonia and German-speaking community), BG, FI, LT, NL, SE
Ministry in charge of education	BG, HR, LU (shared responsibility with the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees)
Ministry in charge of integration	AT, BE (Flanders), IE <sup>19</sup>
Ministry in charge of family, youth, children	BE (German-speaking community), LU
Ministry in charge of cultural affairs	EE, LV
Ministry in charge of health	BE (Brussels-Capital)
Dedicated office for foreigners and refugees	PL (Office for Foreigners, supervised by the Ministry of the Interior and Administration), SI (Government Office for the Support and Integration of Migrants), and RS (Commissariat for Refugees and Migration)
Ministry in charge of migration and asylum	EL

While the ministries listed in Table 2 bear ultimate responsibility, the actual organisation and delivery of civic orientation courses or training may be outsourced to affiliated entities or to third parties at regional and local level, such as dedicated integration agencies,<sup>20</sup> refugee reception centres,<sup>21</sup> employment agencies<sup>22</sup> and educational institutes.<sup>23</sup> Greece's Migrant Integration Centres operate in 11 municipalities countrywide and, together with the International Organization of Migration (IOM), are the implementing bodies for the delivery of courses provided within the framework of certain programmes/actions. Municipalities also play an important role in organising the civic orientation offer (e.g. Finland, the Netherlands, Sweden). In Sweden, municipalities take charge of providing civic orientation training, either carrying out the training themselves in cooperation with other municipalities, or through public procurement to identify service

providers such as private companies or NGOs. In Finland, municipalities will become the main provider from 2025. In the Netherlands, municipalities are free to contract private sector parties to offer civic orientation courses. In 10 countries,<sup>24</sup> some ministries contract NGOs to provide civic orientation courses, typically in the framework of time-limited projects. A different model is used in Italy, where civic orientation courses and training are provided by the same private entities in charge of reception.

### Financial responsibility

In the 21 EMN Member and Observer Countries who reported on this issue,<sup>25</sup> public authorities pay the costs of civic orientation courses, and no cost is borne by the third-country national participants. Courses are often free for those obliged to attend, with three exceptions. In Austria, the costs of the course to prepare for

18 AT, BE (authorities differ by region), CZ, DE, EE, ES, FI, FR, IE, LT, NL, PL, SI, SK

19 For Ireland, the table refers to limited orientation support provided for resettled refugees.

20 AT, BE, EL, FI, FR.

21 LT.

22 BG, FI.

23 BE, BG, FI.

24 BE (German-speaking community), CZ, HR, EE, ES, FI, IE, LV, SK and RS.

25 AT, BE (except Flanders), BG, CZ, DE, EE, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL (beneficiaries of international protection only), PL, SE, SI, SK and RS.

the integration examination as part of the Integration Agreement for lawfully settled third-country nationals are generally borne by the applicants themselves, with up to half of the costs covered by the federal government under certain conditions. In the Netherlands, the authorities pay most of the costs for beneficiaries of international protection, while other legal migrants can obtain a social loan to pay for their civic orientation courses. In Belgium (Flanders), programme participants pay € 90 for the social orientation classes plus a further € 90 for the final test. Bulgaria implements a different approach for

third-country nationals who have found employment, with employers contributing financially to their employees' civic orientation courses.

Several EU Member States reported that courses and training are at least part-financed by the EU, for example through the AMIF,<sup>26</sup> ESF,<sup>27</sup> or other unspecified EU funding.<sup>28</sup> In Ireland, courses offered through community-based initiatives are financed through national funding streams.



## 5. DEFINITION OF CIVIC INTEGRATION

Of the responding countries, only Belgium (Flanders) and Germany have a formal definition of civic integration. In Belgium (Flanders), civic integration is defined as “a guided trajectory towards integration in which the government offers beneficiaries a specific tailor-made programme that increases their self-reliance with a view to participation in the professional, educational and social fields”, while Germany defines civic integration as “equal participation in social, economic and cultural life”. Civic integration is not formally defined in the other EMN Member and Observer Countries who provided information, but most<sup>29</sup> reported having a clear and common understanding of civic integration in the national context. Four key approaches were reported, with some countries' understanding encompassing more than one of these components. Civic integration can be understood to encompass:

1. Sufficient knowledge of the social, political, and cultural realities of the receiving country.<sup>30</sup>
2. Understanding the rules, rights, obligations and duties, and fundamental values of the receiving country.<sup>31</sup>
3. General integration of the beneficiary into the receiving society, including through more active

participation.<sup>32</sup> This can include understanding civic integration itself,<sup>33</sup> acquisition of language skills,<sup>34</sup> or participation in the labour market.<sup>35</sup>

4. Ability to participate in public life and enjoy equal opportunities in the receiving country.<sup>36</sup>

The first two approaches focus on the (more passive) acquisition of knowledge and understanding, while the last two are more dynamic, requiring the active contribution of beneficiaries to society.

Eleven countries<sup>37</sup> do not have a specific definition of civic integration, but it is inherent in their wider integration pathway. In France, the signing of a Republican Integration Contract (*Contrat d'Intégration Républicaine - CIR*) marks the foreign national's commitment to the Republican Integration Programme, which lasts for five years and includes language and civic training, facilitating their social and professional integration and empowerment.

Table 3 presents the different concepts related to civic integration in the respondent EMN Member and Observer Countries.

**Table 3: Concepts of civic integration**

EMN Member and Observer Countries	Concept of civic integration
Austria	“Integration is a process for society as a whole, the success of which depends on the cooperation of all people living in Austria and is based on personal interaction. Integration requires in particular that immigrants actively participate in this process, take the integration measures offered seriously, and recognise and respect the basic values of a European democratic State” (Article 2 para. 1 Integration Act)

26 EL, HR, IE, LT, LV, PL, SK.

27 EE, EL, IE.

28 CY.

29 AT, BE (Wallonia, Brussels-Capital, German-speaking Community), CY, CZ, EE, ES, FI, IT, LU, LV, NL, PT, SE, SK and RS.

30 CY, CZ, EL, FI, LU, NL.

31 CZ, FI, IT, LU, NL.

32 AT, BE (Wallonia, Brussels-Capital, German-speaking Community), NL and RS.

33 For example, Latvia has an understanding of a ‘cohesive society’. The Constitution of the Republic of Latvia describes the foundations of a cohesive society: “Loyalty to Latvia, the Latvian language as the only official language, freedom, equality, solidarity, justice, honesty, work ethic and family are the foundations of a cohesive society. Each individual takes care of oneself, one's relatives and the common good of society by acting responsibly towards other people, future generations, the environment and nature”.

34 EE, NL, SK.

35 AT, NL.

36 BE (Wallonia, Brussels-Capital, German-speaking Community), ES, IT, LU, NL, PT, SE.

37 BG, EE, FR, HR, HU, IE, LT, LU, PL, SI, SK.



EMN Member and Observer Countries	Concept of civic integration
Belgium	<p><b>Wallonia:</b> “[...] equality, citizenship, social cohesion in an intercultural society, access to public and private services, and socioeconomic participation” (Objectives of actions for integration, Walloon Social Action and Health Code, Article 151).</p> <p><b>Brussels-Capital:</b> The Ordinance of 20 July 2023 does not provide a definition of civic integration, but, rather, defines integration policy as based on the following principles: “[...] equality for everyone; respect for individual character, skills, and ambitions; migration as an opportunity for society; anti-discrimination, actions against racism and sexism, and gender mainstreaming; active citizenship for all; empowerment of specific target groups; acquisition of knowledge of French or Dutch language (Principles of integration policy, Ordinance of 20 July 2023, Article 3).</p> <p><b>German-speaking Community:</b> “a long-term and dynamic process with the aim of including all people, regardless of origin who have their residence in the German-speaking area, into society, and to enable them to participate equally in all areas of society” (German-speaking Community Decree of 11 December 2017)</p>
Bulgaria	No legal definition
Croatia	No legal definition
Cyprus	“Sufficient knowledge of the basic elements of modern political and social reality in Cyprus”
Czech Republic	“[Understanding] of the rights and obligations [...], the fundamental values [...] and everyday life, culture and customs prevailing in the Czech Republic.”
Estonia	No legal definition
Finland	“Information about living and working in Finland, the functioning of Finnish society and the rights and obligations of the individual” (a government decree with more detailed provisions on the content and implementation of multilingual civic orientation will be issued in 2024; Integration Act will enter into force at the beginning of 2025)
France	No legal definition
Germany	“Equal participation in social, economic and cultural life”
Greece	No legal definition
Hungary	No legal definition
Ireland	No legal definition
Italy	<p>“Full and conscious participation in the civic, cultural, and social life of communities, respecting the rules, rights and duties.”</p> <p>“Knowledge of the Italian Constitution and the institutions of the European Union to substantiate, in particular, the sharing and promotion of the principles of legality, active [...] citizenship [...]” (Article 1 Law Aug. 20, 2019, No. 92 regarding school teaching on civic education)</p>
Latvia	<p>“Cohesive society” (Preamble of Constitution of Latvia)</p> <p>“Loyalty to Latvia, the Latvian language as the only official language, freedom, equality, solidarity, justice, honesty, work ethic and family are the foundations of a cohesive society. Each individual takes care of oneself, one’s relatives and the common good of society by acting responsibly towards other people, future generations, the environment and nature” (Constitution of the Republic of Latvia)</p>
Lithuania	No legal definition
Luxembourg	In the Law of 23 August 2023, ‘integration’ is replaced by the broader and more open approach of ‘intercultural living together’, a “participatory, dynamic and continuous process designed to enable everyone living or working in the Grand Duchy of Luxembourg to live, work and decide together. It is based on mutual respect, tolerance, solidarity, social cohesion and the fight against racism and all forms of discrimination”. (Article 1 of the Law of 23 August 2023 on Intercultural Living Together)
Netherlands	No legal definition
Poland	No legal definition
Portugal	“Active citizenship”
Slovak Republic	No legal definition
Slovenia	No legal definition

EMN Member and Observer Countries	Concept of civic integration
Spain	“Model of integration based on respect for democratic norms and values and individual freedoms. Civic integration implies not only that immigrants have access to legal security and social rights, but also to political rights, i.e. participation in public life.”
Sweden	“Equal rights, obligations and opportunities for everyone regardless of ethnic and cultural background” (Swedish Integration Policy)
Serbia	“Inclusion in social, cultural and economic life”

### Objectives of civic orientation courses/training

Across all responding countries, the main goal of civic orientation is to enable and promote the integration of eligible third-country nationals<sup>38</sup> by equipping them with the knowledge and skills needed to take part in the social, economic, cultural and political life of the host society. Civic orientation also prepares third-country nationals to respect the values and rules of their host country,<sup>39</sup> explains the functioning of the host society, and familiarises people with the services available.<sup>40</sup>

The varying objectives of the civil orientation training are presented in Table 4.

EMN Member and Observer Countries differ in their understandings of integration, ranging from the third-country

national adapting to the host society,<sup>41</sup> to their acquisition of equal rights comparable to those of national citizens<sup>42</sup> (see Table 3). EMN Member Countries also differ in their expectations in respect of integration of third-country nationals. Spain views civic orientation as a state duty to foreign residents that offers them the information and knowledge to navigate Spanish society. In France, the CIR, which includes civic training, helps newcomers to understand the values and principles of the French Republic, learn French, integrate socially and professionally, and become self-sufficient. Seven responding countries<sup>43</sup> consider civic orientation from the perspective of the interests of the host community, i.e. ensuring that foreign nationals residing legally on a long-term basis comply with the rules of the receiving society and act as responsible residents in line with accepted values (e.g. gender equality).

**Table 4: Objectives of civic integration**

EMN Member and Observer Countries	Objective of civic orientation courses/training
Austria	Integration measures should enable people to participate in social, economic and cultural life in Austria. Central to this are participation through gainful employment, access to and acceptance of educational opportunities, gender equality and the rapid achievement of self-sufficiency. Obtaining Austrian citizenship should be the end point of a comprehensive integration process (Article 2 para. 2 Integration Act)
Belgium	<p><b>Flanders:</b> “Providing newcomers with the opportunity to find their place in society at their own pace, [...] while society recognises newcomers as full-fledged citizens” who can participate in society</p> <p><b>Wallonia:</b> “to welcome and support new foreign residents in Wallonia, helping them to acquire basic knowledge about the functioning of society and social relations in Belgium, and facilitating their integration into the territory.”</p> <p><b>Brussels-Capital:</b> “to guide newcomers and enhance their self-sufficiency for their participation in economic, educational, social, and cultural aspects.”</p> <p><b>German-speaking Community:</b> “to enable individuals with a migration background to participate equitably and autonomously in Belgian society. This includes being able to communicate in everyday situations; knowing and understanding the rights, duties, and values of Belgian society; facilitating job search and education and participating in social life in East Belgium.”</p>
Bulgaria	No definition
Croatia	“One of the most important tasks would be to familiarise immigrants with the Croatian language and integration system in Croatia and the services that are available to them.”
Cyprus	“Enhance integration into the host society.”

38 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, IT, LT, LU, LV, NL, PL, PT, SE, and RS.

39 AT, BE, EE, EL, FI, FR, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK.

40 BE, CZ, EE, EL, FI, FR, HR, IT, LT, LU, LV, NL, SE, SK.

41 EE, EL, PL.

42 BE, EE, LU, PT.

43 AT, CY, CZ, EE, FR, IT, PL.

EMN Member and Observer Countries	Objective of civic orientation courses/training
Czech Republic	"[...] acquaint immigrants with the system of integration in the Czech Republic and with the services, usually provided free of charge, which are available to them."
Estonia	"[...] support the migration process and adjustment of new immigrants, providing them with knowledge on the functioning of the state and society, everyday life, work, education, and family-related topics, while encouraging the acquisition of proficiency in the Estonian language."
Finland	"[...] increase knowledge and understanding of living and working in Finland, the functioning of Finnish society and the rights and responsibilities of individuals [...]."
France	"[...] To provide the necessary keys for rapid integration into the territory and to promote their autonomy; to meet the needs of foreign nationals; to inform of the rules of life (values, codes, administrative procedures, etc.) in France."
Germany	Same as definition above; no distinction between definition and objective ("Equal participation in social, economic and cultural life")
Greece	Stated objective is familiarisation of third-country nationals with Greek history and culture (e.g. institutional framework, civic rights and obligations, everyday practices and habits etc.), as well as with the 'European way of life'
Ireland	No definition
Italy	"...the cross-curricular teaching of civic education is established, which develops knowledge and understanding of the social, economic, legal, civic and environmental structures and profiles of society. Initiatives to raise awareness of responsible citizenship are started from kindergarten."
Latvia	"Promote the implementation of the fundamental rights of third-country nationals and their inclusion into Latvian society."
Lithuania	"Provide beneficiaries of international protection with the essential knowledge to navigate and integrate successfully into Lithuania's social, economic, and cultural life."
Luxembourg	"[...] facilitate access to information and to promote active civic participation. [...] Familiarise the individual with fundamental rights and the workings of Luxembourg society with a view to acquiring Luxembourg nationality."
Netherlands	"All persons subject to integration obligations participate quickly and fully in Dutch society, preferably through paid work."
Poland	"Adaptation and information acquisition, which will contribute to increasing foreigners' knowledge about their rights and obligations and learning about Polish customs, traditions, culture and history."
Portugal	"The gradual involvement of foreign citizens in civil society and contact with public services. [...] Encourage the promotion of a diverse society that promotes social cohesion".
Slovak Republic	"Inform asylum seekers and beneficiaries of international protection about cultural realities, specifics, and basic information about life in the territory of the Slovak Republic."
Slovenia	"Familiarisation with society, culture and constitutional arrangements."
Spain	"Achieve greater knowledge and integration in the host society. [...] Civic integration seeks to build a plural and inclusive citizenship that recognises cultural and religious diversity."
Sweden	"[...] facilitating the establishment of newly arrived immigrants in work life as well as social life." Also "[...] provide a basic understanding of Swedish society and constitute a basis for continued acquisition of knowledge about life in Sweden."
Serbia	"Facilitate inclusion into society."

### Topics covered in civic orientation courses/training

The topics covered in civic orientation training courses are similar across all responding EMN Member and Observer Countries. They often encompass two main elements: information on the functioning of the host society in terms of norms, values, rights, rules and

obligations; and practical information on services available, including healthcare, education, employment, housing and family benefits (see Table 5).

In line with the concepts and objectives of civic orientation, the topics of the courses enhance third-country nationals' understanding and compliance with rights and obligations in the host society to help them to find their way and support their integration processes.

**Table 5: Topics covered in civic orientation training<sup>44</sup>**

Topic	EMN Member and Observer Countries
Norms, values, rights, rules and obligations	AT, BE, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK and RS (21)
Labour market	AT, BE, CZ, EE, EL, ES, FI, FR, HR, IT, LT, LV, NL, PL, SE, SI, SK (17)
Culture and history	AT, CZ, DE, EL, ES, FI, FR, HR, IE, LT, LU, LV, NL, PL, SE, SI, SK and RS (18)
Health system	AT, BE, CZ, EE, ES, FI, FR, HR, IT, LT, LV, NL, PL, SE, SI, SK (16)
Education system	AT, BE, CZ, EE, ES, FI, FR, HR, LT, LU, LV, NL, PL, SE, SK (15)
Social system (partly covered in training on rights and obligations)	AT, BE, CZ, DE, EE, EL, FI, HR, IT, LT, LU, LV, NL, PL, SE, SK, SI (17)
Gender equality and prevention of violence <sup>45</sup>	AT, BE, CZ, EE, ES, FI, FR, IE, LT, LV, NL, PL, SE, SI, SK, and RS (16)
Housing	BE, HR, CZ, EE, ES, FI, FR, NL, PL, SE, SI, SK (12)
Family life	BE, CZ, EE, ES, FI, FR, LT, PL, SE, SK (10)
Language	AT, BG, CZ, EE, FI, HR, LU, SK (8)
Geography	CZ, FI, FR, LT, LV, NL, and RS (7)
Asylum and protection-specific information	CZ, EE, EL, LT, PL (reception and social assistance information during asylum procedure) (5),
Leisure time	CZ, SK (2)

Norms, values, rights, rules and obligations in the receiving society, including information on gender equality and the prevention of violence, is by far the most widespread topic in civic orientation training, covered by 21 EMN Member and Observer Countries (see table 5). Information on the culture and history (partly covering religion) of the receiving society, information on employment opportunities, including business creation and entrepreneurship, and information on the social system also feature widely. The topics that appear least frequently are the geography of the receiving country and protection-specific information, such as residence rights, particularly for beneficiaries of international protection and BoTP, and leisure time activities. Language training forms part of civic orientation in eight responding countries, with other EMN Member and Observer Countries possibly treating language training separately from civic orientation. In most countries, the number of hours of language training offered to migrants far exceeds the number of hours of civic training.<sup>46</sup>

### Teaching format for civic orientation courses/training

In 14 responding countries,<sup>47</sup> civic orientation courses are offered both online and onsite<sup>48</sup> or in hybrid formats. Four countries<sup>49</sup> teach civic orientation exclusively face-to-face (see Table 6).

France's innovative approach sees face-to-face training for four non-consecutive days, spread over a period of three to four months, complemented by the Civic Training Mobile App. The app contains six modules and allows participants to test and strengthen their knowledge before and after the face-to-face training days. Participants can take quizzes on key topics such as health, employment, housing, parenthood, and discover France more generally. It also contains links to useful websites, such as the French government, ministries, public services, the family allowance fund, health insurance, the national employment agency, national housing information, and family planning. Poland also uses a mobile app. In Estonia and Serbia, civic orientation includes onsite visits to important landmarks.

<sup>44</sup> For Ireland, refers to limited orientation supports provided for resettled refugees.

<sup>45</sup> This can be partly covered in other training on norms, values and rights (FR, NL) or individual rights and obligations (SE).

<sup>46</sup> OECD, 'Making Integration Work: Introduction Measures for Newly Arrived Migrants', 2022.

<sup>47</sup> AT, BE, CZ, DE, EE, EL, ES, FI, LU, LV, NL, SE, SI, SK.

<sup>48</sup> In the Czech Republic, compulsory adaptation and integration courses are only provided in person. Voluntary socio-cultural courses are also offered online.

<sup>49</sup> HR, LT, PL, and RS.

**Table 6: Civic orientation teaching formats**

Teaching format	EMN Member and Observer Countries
Lectures/face-to-face classes	AT (exercises, group work, pictures, open discussions, etc.), BE, CZ, DE, EE (group work, study visits, discussions, experience-sharing, solving sample cases), EL, ES, FI, FR, HR, LT, LU, LV, NL, PL, SE, SI, SK, and RS
Online training	AT (language courses), BE, CZ (only voluntary courses), DE, EE (group work, discussions, experience-sharing, solving sample cases), EL, ES, FI, LV, LU, NL, SE, SI, SK <sup>50</sup>
Online learning platform	AT
Mobile app	FR, PL
Website with online information	EE, NL, SE, SK
Campaigns and dissemination of information leaflets	HR, PT
Practical activities/experience, including onsite visits to landmarks etc.	EE, EL, NL, and RS
No detailed information provided	BG, IE, IT

The respondent countries reported advantages and disadvantages with online and face-to-face/onsite teaching formats. Sweden pointed to cost and quality differences between digital community orientation and community orientation on site. While distance learning reaches more participants and facilitates courses in less common languages and at different times in a cost-effective way, it can also affect the quality of teaching and the possibilities for active participation and dialogue. Online solutions may not be accessible to immigrants with low digital literacy.

For both onsite and (real-time) online classes, Estonia and France have set a maximum number of participants of 25 and 18, respectively. The duration of civic orientation courses ranges from four hours in the Czech Republic, 10 hours in Lithuania and 24 hours in Luxembourg, to four to five full days in Estonia, Finland, and France, and 80 hours and more in Greece,<sup>51</sup> Germany, and Sweden. Nine Member States offer civic orientation courses in multiple languages to ensure that beneficiaries can follow the content more easily,<sup>52</sup> while two deliver language classes in the language of the host country.<sup>53</sup>



## 6. ACCOMMODATION OF NEEDS

The vast majority of responding EMN Member and Observer Countries<sup>54</sup> reported adapting the civic orientation training and courses to (individual) needs of participants (see Table 7).

In 12 responding countries,<sup>55</sup> courses are offered at different times throughout the day, for example during lunch breaks, in the evenings and at weekends, to accommodate participants' other duties, such as work or childcare. For example, Greece's HELIOS integration programme offers courses in three shifts during the day, allowing each household to organise their schedule and childcare according to their needs.

Half of the responding countries<sup>56</sup> offer childcare for participants with young children during class time. Greece's HELIOS programme offers recreational activities for children in designated spaces while their parents attend the classes. The Czech Republic, Finland and Germany offer a similar approach for some training, but it is a mandatory requirement for all training in Latvia. While participants in

civic orientation courses have the right to childcare services during the course in Sweden, waiting times for childcare represent a challenge in many municipalities. In the Netherlands, the government pays a childcare allowance to third-country nationals whose children are attending childcare facilities while they attend civic training courses. France recently produced an information booklet<sup>57</sup> for parents, explaining the functioning of ad hoc/drop-in childcare and providing contact details of partner institutions that allow third-country nationals who have signed the CIR to use their childcare services during civic and language training. In Lithuania, civic orientation courses for beneficiaries of international protection are held at the Refugee Reception Centre, reducing the need for special provisions such as childcare. The Centre can also address individual needs as they arise.

Ten responding countries<sup>58</sup> offer civic orientation training in multiple languages, including the most common mother tongues of the participants, as well as the official

<sup>50</sup> For courses offered by NGOs or international organisations for foreigners, other than beneficiaries or applicants for international protection.

<sup>51</sup> This information concerns the "Helios" integration programme.

<sup>52</sup> AT, BE (professional interpreters available in Wallonia), EE, FI, LT, LU, PL, SE, SK.

<sup>53</sup> EE, FI, FR.

<sup>54</sup> AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IT, LT, LU, LV, NL, PL, SE, SI, SK, and RS.

<sup>55</sup> BE, CZ, EE, EL, FR, LU, LV, PL, SE, SI, SK and RS.

<sup>56</sup> AT, BE (German-speaking Community), CY, CZ, DE, EE, EL, FI, FR, LV, NL, SE, SK (not as a general rule).

<sup>57</sup> This document, translated into 12 languages (Arabic, English, Bengali, Mandarin, Dari, Spanish, Pashto, Portuguese, Russian, Tamil, Tigrinya, Turkish), is available in two versions, one for the Paris region (with additional features specific to this region) and one for the rest of France.

<sup>58</sup> AT, BE (except Wallonia), EE, EL, FI, LT, LU, PL, SE, SK.

languages of the receiving country. In Luxembourg, for example, courses are offered in Luxembourgish, German, French and English. While France, Belgium (Wallonia), and Slovenia do not offer courses in different languages, they organise translation/interpretation, as does the Slovak Republic. In Greece, the action to 'promote integration of the refugee population into the labour market' included training (on the prevention and fight against trafficking in human beings, etc.) supported by interpretation in English, Arab and Farsi.

Innovative approaches are found in Finland and Austria, where some gender-specific courses are organised for women and men separately.

#### Case study – gender-specific courses in Austria:

In Austria, gender-specific courses teach the democratic foundations and the basic principles deriving from those foundations, i.e. fundamental values of the legal and social order. The equality of all people and the right to a self-determined and self-sufficient

life - whether as a woman or a man - are the focus of the course. It conveys that women and men have the same rights, obligations and opportunities, and are individually responsible for their own lives.

Germany also reported an innovative approach, where civic orientation training accounts for the special needs of participants with disabilities, such as deaf people or people with visual impairments.

In Italy, the vulnerabilities of participants, such as their psycho-social health, are taken into consideration. In France, people with disabilities, or whose state of health does not allow them to take part in training, may be exempted from civic training by the French Office for Immigration and Integration. Belgium similarly exempts those with serious illnesses or disabilities, who cannot follow an integration plan, from civic training.

**Table 7: Type of needs considered**

Types of needs considered	EMN Member and Observer Countries
Schedules accommodating participants' work and family commitments	AT, BE, CY, CZ, EE, EL, FR, LU, LV, NL, PL, SE, SI, SK, and RS
Childcare	AT, BE (German-speaking Community), CY, CZ (sometimes), DE (some courses), EE, EL, FI (pilot), FR, LV (mandatory), NL (childcare allowance), SE, SI, SK
Several languages	AT, BE (except Wallonia), EE, FI, LT, LU, PL, SE, SK
Translators	BE (Wallonia: professional interpreters), EL, FR, SE, SI, SK
Gender-specific courses	AT, FI
Disabilities	DE, NL
Length of courses	BE, CZ, NL
Psychosocial health	IT



## 7. MEASUREMENT OF SUCCESS: TOOLS AND PRACTICES

EMN Member and Observer Countries have used four main approaches to measure the success of civic orientation, which differ in their depth and quality of information. These include: 1) attendance tracking, 2) inspection visits, 3) final tests, and 4) feedback surveys. While the first two only offer limited insights into the impact of the training, the last two can provide a qualitative assessment of the knowledge participants gained through the courses and how useful they found them.

The most common measure, mentioned by 13 EMN Member Countries and Serbia,<sup>59</sup> is to **track attendance**, i.e. whether the beneficiary has participated in a sufficient number of hours of training, coupled with **attendance certificates**. Four EMN Member Countries<sup>60</sup> use **inspection visits** by officials and/or reports by training organisations

to measure success. More than one-third of the responding countries<sup>61</sup> systematically conduct **tests after the end of the courses**. These range from language tests to 'civic examinations'. In France, these are used to test beneficiaries' knowledge of the receiving society's principles and values. In Belgium (Flanders), a standard social orientation test assesses knowledge, skills and attitudes related to work, housing, education, health, as well as the rights, duties, freedoms and values of Flemish society, in the language of the newcomer or another language they understand. In Luxembourg, participants can choose between attending the course and not taking the final test, or not attending the course but taking and passing the final test, in order to receive the certificate. Seven EMN Member Countries and Serbia use **feedback surveys**<sup>62</sup>

59 BE, BG, CZ, EE, EL, ES, FR, HR, LU, NL, PL, SE, SK, and RS.

60 ES, FI, PL, SI.

61 AT, BE (Flanders), DE, EE, FI, FR, NL, SE, SI.

62 CY, CZ, FI, LV, PL, SK.

or **beneficiary self-evaluations**<sup>63</sup> to assess the success of civic orientation courses or training.

### Consequences of non-attendance

Non-attendance at compulsory or voluntary civic training courses can have negative consequences for beneficiaries, typically in relation to their rights of residence

in the receiving country or their financial situation. These include: 1) negative impact on residence status,<sup>64</sup> 2) reduction of benefits,<sup>65</sup> 3) fines,<sup>66</sup> 4) non-reimbursement of costs,<sup>67</sup> and 5) expulsion from the reception system<sup>68</sup> (see Table 8). In 10 responding countries,<sup>69</sup> non-attendance had no consequences.

**Table 8: Consequences of non-attendance**

Types of consequences	EMN Member and Observer Countries
Impact on residence status	AT, CY, DE, EE, FR, NL, SI
Reduction of benefits	AT, EE, EL, FI, SE (if civic orientation is part of an introductory programme), SI
Fines	AT, BE, CZ, NL
Reimbursement of costs	HR, SI
Expulsion from the reception system	ES (after repeated warnings)
No consequences	BG, CY, IE, <sup>70</sup> LV, LT, LU, PL, SE, SK, and RS

Non-attendance at compulsory civic orientation and/or language courses can **impact the residence status** of beneficiaries in seven responding countries.<sup>71</sup> Permanent residence status or citizenship can be denied in Austria when the compulsory modules of the civic orientation training are not completed, and in Cyprus and the Netherlands when the associated exams are not passed. Similarly, in France, if a participant has not followed the language and civic training regularly, they may not be considered eligible for the multiannual residence permit (lasting from two to four years) that can be requested after one year of legal residence. However, refugees, who, once granted a status, automatically become holders of a residence card, and persons with subsidiary protection, who automatically receive a multiannual residence card of four years, are exempt from these consequences. Article 20 of the Law on control of immigration, improving integration (published on 26 January 2024) introduces the successful completion of a civic examination as a new requirement for the issuance of multiannual permits (multiannual residence card and resident card). The purpose of the exam is to verify foreign nationals' knowledge of the principles and values of the Republic and the functioning of French society. This provision will enter into force no later than 1 January 2026.

In Estonia, the residence permit of beneficiaries of international protection remains valid even if they do not (sufficiently) attend civic orientation training, as long as the conditions for status recognition remain. However, several countries that are obliged to provide international

or temporary protection to applicants, instead apply financial sanctions for applicants' non-attendance at civic orientation courses. In Slovenia, non-attendance at compulsory civic orientation training can lead to a reduction of benefits, while beneficiaries of international protection will lose their entitlement to an additional year of housing compensation (or must repay it, where already received). In Austria, benefits can be reduced by up to 25% for three months, while in Finland, the monthly allowance can be cut by 20% and unemployment benefits withdrawn. Another consequence is the imposition of fines. In Austria, these amount to up to € 500 or, in case of non-payment, a two-week prison sentence. In the Czech Republic, non-compliant participants can be requested to pay around € 400, and in the Netherlands between € 250 and € 1 000. In Croatia and Slovenia, third-country nationals can be obliged to reimburse the costs of the course. In Belgium, the amounts for fines range from € 50 to € 5 000, depending on the region and recidivism.

### Evaluation of civic orientation programmes

Sixteen EMN Member and Observer Countries confirmed that they have already evaluated their civic integration programmes (see Table 9). However, the scope and methodologies of the evaluations varies considerably. Both external<sup>72</sup> and internal<sup>73</sup> evaluations have been carried out, with the former generally more comprehensive than the latter.

63 EE.

64 AT, CY, DE, EE, FR, NL, SL.

65 AT, EE, EL, FI, SE, SI.

66 AT, BE, CZ, NL.

67 HR, SI.

68 ES (after repeated warnings).

69 BG, CY, IE, LV, LT, LU, PL, SE, SK, and RS.

70 For Ireland, refers to limited orientation supports provided for resettled refugees.

71 AT, CY, DE, EE, FR, NL, SL.

72 AT, BE, EE, FR, LU, NL.

73 AT, BE, CZ, DE, EL, ES, FR, LV, NL, PL, SI, and RS.

**Table 9: Evaluation(s) carried out**

Evaluation	EMN Member and Observer Countries
Yes	AT, BE, CZ, DE, EE, EL, ES, FI, FR, LU, LV, NL, PL, SE, SI, and RS
No	BG, CY, HR, IE, <sup>74</sup> LT, PT, SK

The most comprehensive evaluations of civic orientation offers have been conducted in Austria, Belgium, Estonia, and the Netherlands. In Austria, civic orientation programmes are regularly evaluated by internal quality assurance officers of the Austrian Integration Fund, external experts, and participants. Results have prompted multiple adaptations of the programme, including the extension of the number of hours. In Belgium, evaluations are carried out internally by the competent authorities and the organisations responsible for evaluation and support of the actors involved in civic integration, as well as by external research centres and universities. In its annual 2022 report, the Brussels Centre for Social Cohesion conducted research based on the life stories of people following the French civic integration trajectory in the Brussels-Capital Region to examine its effects on indicators such as employment rate and housing situation. In Estonia, the Ministry of Culture has commissioned several assessments of its civic orientation programme, showing positive results overall, as well as identifying difficulties.

### Case study: Estonia – formal assessments of civic orientation programme

Estonia's most recent evaluation was published at the end of 2023 and confirmed high levels of satisfaction in various thematic and language learning modules: 85% of participants reported that the programme fully or quite substantially met their expectations. Awareness of the programme is high, but there are challenges with the availability of training, as there are not enough spaces and information on upcoming trainings is scarce. Difficulties in registering for training persist, notably as a result of the online registration process.

The Netherlands' Ministry of Social Affairs and Employment has commissioned three reports to assess the impact of the 2021 Civic Integration Act. In addition, Erasmus University Rotterdam carried out an evaluation, while several municipalities have evaluated civic orientation programmes at local level.

Two countries recently commissioned evaluations specifically to inform political changes related to the civic orientation offer at national level. Finland's Ministry of Economic Affairs and Employment published a report in January 2024, which compiles means of implementing and experiencing multilingual civic orientation in the country, gathers information on ways to implement civic orientation in certain other countries, and recommends how civic orientation should be implemented in the future. Similarly, Sweden appointed a committee of inquiry in December 2023 to oversee, analyse, and propose changes to the legislation on civic orientation, notably to suggest how to reach a larger part of the target group, develop an incentive structure, and draft a proposal on the scope and content of civic orientation, including a testing system. Recommendations are expected by February 2025.

Evaluations are also underway in other countries, albeit at a more macro level. The Czech Republic, France (an additional evaluation was carried out by an audit firm in 2021), Germany, Poland, Slovenia, Spain and Serbia all evaluate their civic integration programmes on an ongoing basis, usually by course providers and through satisfaction surveys among beneficiaries. During the previous period of AMIF funding, Latvia carried out an evaluation of participation statistics, i.e. number of attendees, split by country of origin, legal status, location of residence etc. Similarly, Luxembourg carried out an evaluation of the characteristics of participants in 2022/2023. In Greece, the Social Integration Directorate of the Ministry of Migration and Asylum monitors the operation of the Migrant Integration Centres, as well as the implementation of the HELIOS integration programme and the action to promote integration of the refugee population into the labour market. The Social Integration Directorate publishes an annual report on the Migrant Integration Centres, giving an overview of their operation and highlighting difficulties and challenges.

*Disclaimer: the monitoring of integration, including civic integration, is examined in more detail in [the Inform on Monitoring the integration of third-country nationals \(2024\)](#).*

74 For Ireland, refers to limited orientation supports provided for resettled refugees.







## For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://x.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

## EMN National Contact Points

Austria [www.emn.at/en/](http://www.emn.at/en/)

Belgium [www.emnbelgium.be/](http://www.emnbelgium.be/)

Bulgaria [www.emn-bg.com/](http://www.emn-bg.com/)

Croatia [emn.gov.hr/](http://emn.gov.hr/)

Cyprus [www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument](http://www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument)

Czech Republic [www.emncz.eu/](http://www.emncz.eu/)

Estonia [www.emn.ee/](http://www.emn.ee/)

Finland [emn.fi/en/](http://emn.fi/en/)

France [www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2](http://www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2)

Germany [www.bamf.de/EN/Themen/EMN/emn-node.html](http://www.bamf.de/EN/Themen/EMN/emn-node.html)

Greece [emn.immigration.gov.gr/en/](http://emn.immigration.gov.gr/en/)

Hungary [www.emnhungary.hu/en](http://www.emnhungary.hu/en)

Ireland [www.emn.ie/](http://www.emn.ie/)

Italy [www.emnitalyncp.it/](http://www.emnitalyncp.it/)

Latvia [www.emn.lv](http://www.emn.lv)

Lithuania [www.emn.lt/](http://www.emn.lt/)

Luxembourg [emnluxembourg.uni.lu/](http://emnluxembourg.uni.lu/)

Malta [emn.gov.mt/](http://emn.gov.mt/)

The Netherlands [www.emnnetherlands.nl/](http://www.emnnetherlands.nl/)

Poland [www.gov.pl/web/european-migration-network](http://www.gov.pl/web/european-migration-network)

Portugal [rem.sef.pt/en/](http://rem.sef.pt/en/)

Romania [www.mai.gov.ro/](http://www.mai.gov.ro/)

Spain [www.emnspain.gob.es/en/home](http://www.emnspain.gob.es/en/home)

Slovak Republic [www.emn.sk/en](http://www.emn.sk/en)

Slovenia [www.gov.si/](http://www.gov.si/)

Sweden [www.emnsweden.se/](http://www.emnsweden.se/)

Norway [www.udi.no/en/statistics-and-analysis/european-migration-network---norway#](http://www.udi.no/en/statistics-and-analysis/european-migration-network---norway#)

Georgia [migration.commission.ge/](http://migration.commission.ge/)

Republic of Moldova [bma.gov.md/en](http://bma.gov.md/en)

Ukraine [dmsu.gov.ua/en-home.html](http://dmsu.gov.ua/en-home.html)

Montenegro [www.gov.me/mup](http://www.gov.me/mup)

Armenia [migration.am/?lang=en](http://migration.am/?lang=en)

Serbia [kirs.gov.rs/eng](http://kirs.gov.rs/eng)