

WP 3

**STUDY ON THE LOCAL IMPLEMENTATION OF
INTEGRATION / INTRODUCTION COURSES
FOR NEWCOMERS
OVERVIEW-REPORT**

by

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About the Project

While integration policies as such are not new, and in some countries date back to the 1980s and beyond, there have been important shifts in the debates on integration and in related re-configurations of integration policymaking in the past decade or so. One of the main recent trends is the linkage of integration policy with admission policy and the related focus on recent immigrants. A second trend is the increasing use of obligatory integration measures and integration conditions in admission policy, and third, integration policymaking is increasingly influenced by European developments, both through vertical (more or less binding regulations, directives etc.) and through horizontal processes (policy learning between states) of policy convergence.

An increasing number of EU Member States have, in fact, adopted integration related measures as part of their admission policy, while the impact of such measures on integration processes of immigrants is far less clear. In addition, Member States' policies follow different, partly contradictory logics, in integration policy shifts by conceptualising (1) integration as rights based inclusion, (2) as a prerequisite for admission residence rights, with rights interpreted as conditional, and (3) integration as commitment to values and certain cultural traits of the host society.

The objective of *PROSINT* is to *evaluate the impact* of admission related integration policies on the integration of newcomers, to *analyse the different logics* underlying integration policymaking and to *investigate the main target groups* of compulsory and voluntary integration measures.

The project investigated different aspects of these questions along five distinct workpackages. These analysed (1) the **European policy framework on migrant integration** (WP1), (2) the **different national policy frameworks for the integration of newcomers** in the 9 countries covered by the research (WP2), **the admission-integration nexus at the local level** in studied in 13 localities across the 9 countries covered by the research (WP3), **the perception and impacts of mandatory pre-arrival measures** in four of the nine countries covered (WP4) and a methodologically oriented study **of the impact of admission related integration measures** (WP5). The countries covered by the project were Austria, the Czech Republic, Germany, Italy, the Netherlands, Spain, Sweden, Switzerland and the United Kingdom.

For more information about the project visit <http://research.icmpd.org/1429.html>

Table of Contents

I	THE STUDY CONTEXTS – CITIES AND LOCALITIES COMPARED	3
I.1	LONDON, VIENNA, BARCELONA, TURIN, STUTTGART.....	3
I.2	ZURICH, MALMÖ, GENEVA, INNSBRUCK.....	5
I.3	PARDUBICE, ENSCHEDE	6
I.4	ÄLMULTH AND AOSTA.....	7
II	LOCAL INTEGRATION POLICY FRAMES – AN OVERVIEW	8
II.1	OVERALL CONSISTENCY WITH NATIONAL OBJECTIVES.....	8
II.1.1	<i>A more multidimensional approach to integration</i>	<i>10</i>
II.1.2	<i>A more inclusive approach in terms of target groups.....</i>	<i>12</i>
II.1.3	<i>A stronger emphasis on interculturalism / diversity.....</i>	<i>13</i>
II.2	MORE RELEVANT DEPARTURES FROM THE NATIONAL FRAME	14
III	THE LOCAL INTEGRATION LANDSCAPE – A MAPPING OF INTEGRATION / INTRODUCTION COURSES.....	16
III.1	CITIES IMPLEMENTING NATIONAL / FEDERAL / CANTONAL INTEGRATION PROGRAMMES	16
III.1.1	<i>Target groups and / or groups explicitly exempted.....</i>	<i>18</i>
	Emphasis on Newcomers.....	18
	Both Newcomers and Oldcomers.....	20
III.1.2	<i>Bindingness.....</i>	<i>21</i>
	Voluntary.....	21
	Compulsory – negative sanctions	21
	Compulsory – both negative and positive sanctions.....	22
III.1.3	<i>Funding sources.....</i>	<i>22</i>
III.1.4	<i>Fees.....</i>	<i>23</i>
III.1.5	<i>Content.....</i>	<i>23</i>
	Only language and civic education	23
	Also labour market-oriented activities.....	24
III.1.6	<i>Duration.....</i>	<i>25</i>
III.1.7	<i>Certificates delivered.....</i>	<i>25</i>
III.1.8	<i>The network of actors involved in the implementation of the courses</i>	<i>26</i>
	Both local and national agencies' responsibility.....	26
	Municipality's responsibility with partial outsourcing.....	26
	Federal / national responsibility	26
	More pluralist network (although under a federal responsibility).....	27
III.2	COMPLEMENTARY OFFER IN CITIES IMPLEMENTING NATIONAL PROGRAMMES.....	27
III.2.1	<i>Initiative.....</i>	<i>27</i>
	Private actor (in cooperation with the local administration).....	27
	Municipality.....	28
	One initiative of both public and civil society actors.....	30
III.2.2	<i>Target groups of the complementary offer.....</i>	<i>32</i>
III.3	LOCAL OFFER WHERE NATIONAL PROGRAMMES ARE NOT IN PLACE.....	33
III.3.1	<i>The network of actors involved in the implementation of the courses</i>	<i>33</i>
III.3.2	<i>Target groups and attendance.....</i>	<i>35</i>
III.3.3	<i>Funding sources.....</i>	<i>37</i>
	Mix of public funds.....	37
	Mix of public and private funds	38
III.3.4	<i>Content.....</i>	<i>38</i>

Only language and civic education	38
Both language/civic education and work-oriented courses	40
III.3.5 <i>Duration</i>	41
III.3.6 <i>Fees</i>	42
III.3.7 <i>Certificates delivered</i>	43
IV THE (PERCEIVED) IMPACT OF INTEGRATION / INTRODUCTION COURSES	44
IV.1 PROFESSIONAL ASSESSMENT OF INTEGRATION MEASURES	44
IV.2 EVALUATION IN TERMS OF PROGRAMMES' EFFECTIVENESS.....	47
IV.2.1 <i>Problems related to participation</i>	47
IV.2.2 <i>Need for more flexibility in courses offer and content</i>	48
IV.2.3 <i>Problems related to costs / funds</i>	50
IV.2.4 <i>Problems due to the Impact of the economic crisis</i>	51
IV.3 EVALUATION IN TERMS OF INTEGRATION AND SOCIAL COHESION	52
IV.3.1 <i>Problems related to labour market</i>	52
IV.3.2 <i>Need for a more multidimensional approach to integration</i>	53
IV.3.3 <i>Need for a more bilateral approach to integration</i>	54
V SUMMARY AND CONCLUSIONS	55
REFERENCES	61

I The Study Contexts – Cities and Localities compared

The selected local studies differ in size¹, political relevance within the regional context, economic structure, and amount of immigrant population. We can firstly identify three groups or clusters of cities/London boroughs:

1. big cities (more than 500,000 inhabitants) with a central role in the economic structure of the country and/or of a specific regional area: London, Vienna, Barcelona, Turin, Stuttgart;
2. medium sized cities (more than 100.000 inhabitants), with a national/regional significance and a sound economy (Malmö, Geneva, Zurich, Innsbruck);
3. medium sized cities with a more marginalised position (Enschede, Pardubice);
4. small cities, with a relevant role on a regional level but with a completely different social composition and economic profile: Älmuth and Aosta.

I.1 London, Vienna, Barcelona, Turin, Stuttgart

London with a population of 7,753, 600 is the largest city in the UK. 1,698,822 people live in **Vienna**, the largest Austrian municipality. **Barcelona** with its 1.619.337 inhabitants is the second largest city in Spain, after Madrid; about five million people live in the metropolitan area. It is also the largest European metropolis on the Mediterranean coast. **Turin** is the fourth Italian city by population with its 906.381 inhabitants, whilst **Stuttgart** has a population of 592,966 and is the sixth-largest city in Germany.

All four cities are chief towns of their district, but belong to different administrative frameworks. **London** is the capital of the UK and is governed by the equivalent of a regional authority (Greater London Assembly), currently under a Conservative mayor, and 32 local boroughs run by different political parties. **Vienna** is the federal capital of Austria as well as one of the nine federal provinces; since the 1920s the Social Democratic Party (SPÖ) has dominated the Viennese local government; however, in 2010 the SPÖ lost the absolute majority and therefore formed a coalition government with the Green party. On the contrary, the federal coalition is made up of the SPÖ and the Conservative Party since 2006. The Ministry of Interior, responsible for migration and integration issues, is under the lead of the Conservative Party. **Barcelona** is the capital city of Catalonia, one of the seventeen autonomous communities of the Kingdom of Spain; both the regional and city government are left-wing. **Turin** is the chief town of Piedmont, one of the twenty Italian regions; whereas the municipal administration is centre-left, the regional administration is right-wing. As for **Stuttgart**, it is the capital of Baden-Württemberg, one of the sixteen federal States of the German Republic. Both the federal state and the municipal government were centre-right until 2011 when the federal state government changed into a coalition made up of the Green party and the Social Democrats (SPD).

London is considered one of the major global cities worldwide with its financial institutions and a wide range of cultural activities.

¹ For each city the demographic data hereafter reported are taken from the last statistical survey available, varying from 2008 to 2010.

In a 2005 study on 127 world cities, the Economist Intelligence Unit ranked **Vienna** first (in a tie with Vancouver, Canada) for quality of life; this assessment was mirrored by the Mercer Survey in 2009 and 2010. The city was ranked 2nd globally in 2009 according to an analysis in the Innovation Cities Index on a 3-factor score covering culture, infrastructure and markets.

Barcelona today is one of the world's leading tourist, economic and cultural centre, and its influence in commerce, education, entertainment, media, fashion, science, and the arts all contribute to its status as one of the world's major global cities. Indeed, it is a major economic centre and a growing financial centre.

Turin is the third economic centre in the country; however, in the last decades it has been going through a long phase of economic reorganization, firstly due to the crisis of the automotive and engineering industry. The importance of industry as a whole has decreased in favour of service economy.

The **Stuttgart** area is well-known for its high-tech industry, mainly in the automotive sector. Some of its most prominent companies include Daimler AG, Porsche, Hewlett-Packard and IBM – all having their world or European headquarters here.

In **Stuttgart** 38.9% of the population has a “migration background”: 21.1% of the population are foreigners, 11.4% naturalised Germans, and 6.4% ethnic Germans. The population with a migration background continues to increase constantly. People from about 170 different countries are represented in the city; more than half of the immigrants, however, have their roots in five areas: former Yugoslavia (17%); Turkey (13.6%); Italy (7.4%); Greece (6.8%); Poland (5.9%).

London is a highly diverse city with migrants from all over the world. 40% of migrants in the UK live in London but the number of new arrivals per year (about 100,000) has decreased. 2,674,000 inhabitants were born outside the UK, being Indians (254,000), Poles (123,000), Bangladeshis (116,000), Irish (108,000) and Nigerians (93,000) the main nationalities (The Guardian 27 May 2011, p. 13). The composition of London boroughs differs markedly from one another, especially between inner London, such as Islington, and outer London, such as Enfield. In both of them European migrants are predominant, nonetheless Enfield receives 4.000 new residents a year who are migrants from overseas. Increased levels of racial discrimination in the labour market have been reported. Islington migrant population is composed of people from Ireland, EU and the Commonwealth. There is evidence that residents with non-white background are more likely to experience poverty.

More than 350.000 (or 20,6%) foreign nationals live in **Vienna**. 558,010 (32,9%) of its inhabitants have migration background. More than 80% of them come from European countries, with people from Serbia and Montenegro (108,625) being the largest immigrant group, followed by Turks (73,205), Germans (44,535) and immigrants from Poland (38,893) and Bosnia and Herzegovina (31,866). Citizens of EU Member States accounted for 33.2% (116,558). In recent years, immigration from other EU countries, in particular from Germany, gained importance. Among the non-European countries, the People's Republic of China, Iran, the Philippines, Egypt and India are the most important immigration countries.

In **Barcelona** immigrants amount to 284.632 (17,6% of the total). In 2009 the number decreased in 10.286 people, which means 3,5% less than 2008; it was the first time in

the whole decade (except 2006) that Barcelona experienced a decrease in the amount of immigrant population. 42% of the foreigners resident in Barcelona are Latin Americans.

With regard to **Turin**, foreign residents are about 115.000 (4.6% of the whole population); a bit more than 52.000 (45.4%) come from UE and among them 41% (more than 47.000) are Romanians. Among the residents who are not from UE, the prevailing nationalities are Morocco, Albania, China and Peru.

I.2 Zurich, Malmö, Geneva, Innsbruck

The canton of Zurich counts 1.371.007 inhabitants, whereas **Zurich**, the largest city in Switzerland, counts a population of 372.047. **Malmö** is the third largest city in Sweden, with a population of about 280.000 persons. **Geneva** is the second-most-populous city in Switzerland and the most populous of the French-speaking part: 191.415 inhabitants (in the canton 457.628). The city of **Innsbruck** is the smallest one, in this group, with a population of 120,497 persons (the federal province of Tyrol has a population of 706.873).

The economic structure of these cities/boroughs is definitely diversified. **Malmö** is the commercial centre of southern Sweden and an international city; it is going through a transformation from industrial city to knowledge centre. However, the unemployment rate is higher than the national one. **Geneva** too is a global city, thanks to the presence of numerous international organizations and a financial centre (third in Europe, after London and Zurich, and eighth in the world). **Zurich** is a leading global city and among the world's largest financial centres. The city is home to a large number of financial institutions and banking giants. Also, most of the research and development centres are concentrated in Zurich and the low rate of tax attracts overseas companies to set up their headquarters there. According to several surveys from 2006 to 2008, Zurich was named the city with the best quality of life in the world as well as the wealthiest city in Europe. Finally, the economy of **Innsbruck** is more traditional: trades, craft and tourism. Compared to the whole of Austria, Tyrol shows a faster population growth, has a lower unemployment rate and generally performs better economically.

All the cities present a relevant administrative status.

Malmö is the chief town of Scania, the southernmost of Sweden's twenty-one regions; the city administration is red-green, whereas the regional government is a coalition between the four centre right parties ruling the country as a whole, but – a local peculiarity – with the addition of the Green Party. **Innsbruck** is the capital of the federal province of Tyrol. By contrast to the Tyrolean federal government, which is dominated by the conservatives, Innsbruck is governed by a coalition between an independent (conservative) party, the Social Democrats, and the conservative Peoples Party, the strongest party in the city (40% in 2008). The opposition between the two levels is more evident in the case of the city of **Geneva**, capital of the Republic and Canton with the same name: the former has a left wing administration, the latter a right wing one. **Zurich** is the capital of the canton with the same name. As of 2010, the Zurich City Council is made up of four representatives of the SDP (Social Democratic Party, one of whom is the mayor), two members of the FDP (Free Democratic Party), two members of the Green Party and one member of the CVP (Christian Democratic Party).

The rate of immigrant population is greatly diversified. In 2009 **Geneva** counted the highest rate of permanent residents in Switzerland: 38% of the entire population (in the country as a whole 22%). The foreign population counted 39% from the entire cantonal population. The highest group was made of Portuguese citizens (18,63% from the entire foreign population). French citizens made 13,5% of the foreign population in the canton, Italians 11,24% and Spanish 7,47%.

In the city of **Zurich** foreign inhabitants are 112.938 (30.35%), whereas in the canton they are 325.833 (23.76%). In the latter among the migrants from non-EU countries, Serbians were the biggest group, with 21.637 persons.

Malmö, as well as Geneva, reported the national highest rate of foreign born inhabitants (30% in 2010, about 88,000 persons); the trend has been going on for years. Most of the top ten countries of origin lay in Europe (Poland, former Yugoslavia, etc); besides them, Iraq, Lebanon and Iran dominate. Many have a refugee status. The share of newly arrived immigrants with low educational background is rather high. In **Innsbruck** the immigrants' presence is definitely lower: 15.8% (in Tyrol 10.7%), the largest groups being constituted by people from former Yugoslavia, followed by German and Turkish citizens. Totally, migrants from other EU countries account for almost half (45%) of the total number of foreigners living in the city of Innsbruck (in Tyrol 87%); on the federal level, the share of foreign employees amounts to 14.8% (more than half men).

I.3 Pardubice, Enschede

The city of **Pardubice** has a similar size: about 167 094 inhabitants (about 515 868 in the Region). **Enschede** is a city in the east of the Netherlands, with approximately 155.000 inhabitants, which makes it a middle range Dutch big city.

Pardubice is a regional capital; the parties most represented both in the city council and in the region council are the Social Democratic party, the Civic democratic party, and the Communist party, apart from local political organizations. **Enschede**, the largest city of the district of Overijssel (but not its capital), is traditionally a "red" municipality but in 2010 the Labour Party took a heavy defeat and now it has to share its power with centre wing parties. With regard to the political power constellation on the provincial level, the largest party is the Christian democratic party, then follows the social democratic party and the third largest party is the liberal party.

The economy in **Pardubice** is in transition, as many new factories have been built in the last years. On the contrary, the economic situation in **Enschede** is quite critical. When the textile industry moved away, Enschede became one of the poorest municipalities in the Netherlands, with an unemployment escalation (the rate at the moment is of 14.4%, against a national average of 4,5%).

Enschede has 27,5% of inhabitants of immigrant background; amongst the 150 nationalities present in the city, people of Turkish descent are the largest immigrant group (5.8% of the population). The majority of immigrant population has the Dutch nationality, whereas only the 6% of the population is registered as "foreigner". Among immigrants the unemployment rate is higher than that of autochthonous people and their income is lower; almost 35% of the immigrant population depends on a social security benefit indeed.

In the **Pardubice** Region migrants with a residence permit are 2% of the whole population (12.000 persons); in the whole Czech Republic they are about 4% of the population. The largest minorities come from Eastern Europe, and secondly from Asia. About half of the regional immigrant population live in Pardubice (3% of its inhabitants); about 50% have a long-term residence permit, that means that they have been living in the Czech Republic for less than 5 years.

I.4 Älmulth and Aosta

Älmhult is a small municipality (15.000 inhabitants) in the region of Småland (Southern Sweden); **Aosta** has about 35.000 inhabitants and is the capital of the smallest and least populous (120.000 inhabitants) region of Italy, Aosta Valley.

Älmhult is home to one of the most successful and profit generating business worldwide that makes the municipality a case apart: IKEA headquarter internationally. With its 3,500 employees in the town (many of them foreign), IKEA is decisive in explaining why the average salary of foreign born persons is higher than that of Swedish born. In **Aosta** Valley two economic sectors are relevant: agriculture, that has become increasingly specialised, and tourism; both of them employ many immigrants.

In **Älmhult** the local government is made up of the four centre-right parties ruling the country on the national level with the addition of the Green Party, whereas in **Aosta** both the city and the regional administration are a coalition of autonomist and right-wing parties.

2.166 people with foreign origin are recorded in Älmhult (in 2005 they were only 1517); in 2008, the municipality received 47 refugees (including family members); in 2009, 37.

The foreigners recorded in Aosta are 1.440; 50% comes from Europe (52% of them from Romania), 30% from Africa (61% of them from Morocco), 14% from America (Brazilians and Dominicans constitute more than 60% of them) and 6% from Asia (63% of them from China).

II Local Integration Policy Frames – An Overview

When we analyse the integration frames coming out from the selected local case studies, we should highlight that, with a general consistency between the national and the local level, in most cases the latter seems to have developed a partially autonomous understanding of integration, which takes into account the need of both a more flexible approach – in the light of the socio-economic and demographic peculiarities related to each context – and social cohesion. This has happened sometimes in spite of the national emphasis on a security-oriented and one-dimensional (e.g. focusing on immigrants' duties) approach to integration. One could also say that national migration/integration policies are often strongly focused on symbolic policies, while policies at the local level are/have to be more pragmatic. Hence the proposed distinction among two classes:

1) Cities (Älmhult, Malmö, Enschede, Barcelona, Zurich, Stuttgart, Vienna and Innsbruck, Pardubice) that on the overall reflect the respective national integration frame. At the same time, in the context of a widespread consensus on the relevance of language learning and knowledge of host society rules and habits, one common criticism addressed to the national frame is that the acknowledged importance of language should not overshadow the significance for an effective integration of immigrants' access to the labour market and to social rights.

2) Cities (London, Geneva, Turin and Aosta) that diverge more substantially from their respective national frame, because of either their approach from the bottom (Geneva) or a criticism to the national security-oriented policy, being the local administrations committed, on the contrary, to a better constructed approach (Turin and Aosta).

II.1 Overall consistency with national objectives

Over the last few years (2006-), integration policy under the centre right Swedish government has been focused, besides anti-discrimination, on the dimensions of participation in the labour market and improvement in language skills and education, with an emphasis on the common values of a society characterised by a growing pluralism. The Introduction Plan, intended to guide the integration of refugees, people with protection status plus their families who arrive within two years, is consistent with this orientation to work, language and civic education. In accordance with it, both in **Älmhult** and in **Malmö** self-sufficiency is the declared aim of integration measures. The national approach is mainstream (a tendency that matches the Swedish universalistic model of Welfare State): integration aims must be achieved first of all by means of the general labour and education policy, although *ad hoc* measures are not left out. This is clearly reflected in **Älmhult**, where there is a shared understanding that the political leadership has the same responsibility for immigrants as for anybody else. Even if it is acknowledged that this group may have special needs, at political level there is no discussion on specific policies.

In **Enschede** integration is almost synonymous with citizenship since the latter is defined as active participation in society. This local emphasis on active citizenship well reflects the national policy: whereas under the government in office 2003-2006 the right to settle in the Netherlands was made conditional on being integrated, under the

government in office 2007-2010 the accent was on civic integration as a condition for participation. Consistently with that, in Enschede integration is meant as every citizen's opportunity a) to manage in the fields of work, housing, care, safety education and leisure time; b) to participate in the local community and c) to feel at home in the town, regardless of one's background. The municipality points out that still too many citizens of immigrant background do not participate equally in society, due to low education, low income and unemployment. The following policy strands are emphasized: 1) language and education (upbringing); 2) housing; 3) care and well-being; 4) economy and work; 5) safety; 6) integration in the city neighbourhoods. Enschede municipality considers socio-economic success as a predictor of successful integration and equal participation in society. Furthermore, still in accordance with the national current assimilationist approach, the importance of speaking Dutch is recognized and Dutch norms and values are proclaimed as leading. The local problem analysis that *migrant women* as mothers are crucial for the integration of immigrant families is in line with the analysis made by a high profile national advisory commission (whose motto is "if you educate a woman, you educate a family").

Similarly, in the case of **Stuttgart** the analogies between the national and the local level have to do with the importance of language and education as well as labour market participation as a central aspect for integration and the "aim to unfold the potential of cultural diversity". The operative implementation of integration goals is divided into twelve fields of activity which are seen as crucial for people with a migration background: (1) Language support for newly arrived and established immigrants, (2) Language and educational support in preschool education, (3) Equal opportunities in schools and education, (4) Integration in the labour market, (5) Intercultural orientation of the city administration, (6) Integration and participation within the districts of the city, (7) Urban planning and housing policies for integration, (8) Intercultural and international orientation of culture, economy and science, (9) Stuttgart's Partnership for safety and security, (10) Religious dialogue, (11) Political participation and (12) Public relations and media.

In Switzerland while the migration policy is made at the federal level, integration policies are left to the cantonal administration. In **Zurich**, apart from active NGOs, policy has developed much more – in comparison with Geneva – in accordance with Bern and has already introduced (in mid 2008 until 2009) a pilot project on the implementation of the integration agreement for new comers after the Basel canton model. By the time of undertaking this research, in Zurich the integration agreement was not stipulated in any law, unlike pilot projects in other cantons. Regarding the cantonal legislation on integration in the canton of Zurich, the promotion of integration was included in the 2005 cantonal constitution which states that both "the canton and the communes promote the coexistence of different populations in mutual respect and tolerance, as well as their participation to public life". Integration is defined as a social process which begins with the first day of people moving in Switzerland and requires active participation from both immigrants and locals. Moreover, integration refers to the economic, social and cultural integration of all members of society, in order to provide equal opportunities to all. Along the line of the Basel model on integration, Zurich has adopted (starting with 2007) the principle of "demand and promote" which is to be applied from the first day of residence in the canton. The changes in the cantonal policy on integration were made possible by the changes in the federal Alien Act (voted in 2006 and entered into force in 2008). Major changes involve: admission and settlement

of third country nationals (non-EU and non-EFTA). Labour market access is limited, in case of these countries, to highly skilled. This restriction is meant to avoid the increase of unemployment rate and thus the burden on the social services. Considering the changes introduced the link between migration and integration is already put forward in the federal law, as the same document includes provisions on admission criteria and integration. Since 2001, the Federal Government has the possibility to financially support integration activities and since 2008 (with the new federal Alien Act) integration has become a clear political task. The city of Zurich bases its integration policy on three main areas: equal opportunities in terms of access to social services, improving the ability of individuals to participate in the economic and social life as well as promotion of acceptance/tolerance including recognition and appreciation (welcoming culture).

In **Spain**, the integration-related admission nexus is considered to be weak, although recent changes in the last immigration law (2009) could imply a departure from the current approach, as well as the influence on the political debate of right wing political parties that advocate an understanding of integration as mechanism of control and selection of the 'good migrants'. Also at the regional level (**Catalonia**), the Introduction Law may represent a turning point towards a stronger link between integration and admission, due to the juridical value that the reception certificate can acquire for the immigration legal proceedings and to the possibility to develop reception practices in the countries of origin. The relevance of language is therefore acknowledged both at national and local level.

In the Czech Republic the priority is immigrant's economic self-sufficiency, that is a legal condition for the migrant's stay in the country and for being entitled to social security or unemployment benefits. In addition, the importance of learning Czech language and Czech social rules and of mutual relations between immigrants and locals is stressed. Neither the region nor the city of **Pardubice** have developed specific regional concept of immigrant integration; the local frame totally reflects the national approach.

... but with partial departures from the national frame due to

II.1.1 A more multidimensional approach to integration

The newest Swedish policies in the area of integration - i.e. both the maintenance demand for family reunification of 15 April and the Establishment Reform of 1 December 2010 - have been criticized both in **Älmhult** and **Malmö**: the former for not actually leading to integration because a person needs his/her family in order to feel well, the latter as short-sighted and not carefully planned, due to its stronger emphasis on work-oriented measures. This is particularly evident in the case of **Malmö**. While in **Älmhult** there is no definition of integration, on the contrary as early as 1999 the municipality in Malmö adopted an official Integration Plan (still in force). This describes integration both as an individual and as a social process: everyone should be able to decide to which extent s/he wants to adopt values and way of life of the majority, thus, taking actively part in society is spelled out as a matter of choice; on the other hand, everybody should not only have the possibility to integrate into the labour market and housing, but also into the social, cultural and political context. In Malmö therefore a

greater attention – compared to recent trends in national politics – is put on integration as a two-way process (Malmö indeed has been the first municipality in Sweden to formulate integration as a mutual process) and on the social and cultural dimension; nevertheless, it must be borne in mind that a new official document is in the making.

In Germany a general orientation on how integration should be understood and practiced does not exist (on the national level). According to an expert it has not yet been decided upon whether integration should take place in the form of assimilation or more in the form of multiculturalism, whether cultural assimilation should be pursued or if structural integration is enough. On the contrary, the integration policy frame in **Stuttgart** emphasises a socio-cultural perspective more than an economic one; language support is indeed the main focus of the local integration policies. Migrants should enhance their close connection with the receiving society without giving up their cultural identity. Moreover, its aim is to promote mixed social and ethnic population structures within local institutions and neighbourhoods (social integration); integration is conceptualised as a two-way process, the “glue for social cohesion”; its achievement depends both on migrants themselves and on the host society.

While the legal competencies for migration and integration in **Austria** clearly rest with the federal level, this has not led to a shared understanding of the roles the local, provincial and federal bodies have in relation to integration policies. At the same time, there have been continuous struggles between the federal level, specifically the Ministry of the Interior, and the provincial level to define the dominant integration approach. The city of **Vienna** – as the first municipality in Austria - began to implement integration measures for migrants already at the end of the 1980s, whereas the federal government has remained passive with regard to integration until 2002. Between 2001 and 2007 the city of Vienna took a very critical position towards federal integration and immigration regulations, positioning itself as a counter-model (not only as far as immigration is concerned) to the federal right-wing coalition. The Viennese government strongly criticised for instance the strict income and housing requirements as a precondition for residence in Austria as preventing integration. The link between admission and integration can be considered weak on local level. At the same time, the current almost exclusive focus of Austrian integration policies on language acquisition, which, in extenuated form, is also found at a regional and local level, is criticized for not taking into account the dynamic character and multidimensionality of integration. Moreover, the sanction-based approach (obligation to pass a German language test in order to obtain a long-term residence permit) is considered very problematic for the integration process. The integration landscape of **Innsbruck** is much more recent than in Vienna and still in a process of evolution. Much more important than city policies are the policies of the federal province of Tyrol, both, regarding the conceptual level as well as the funding of programs. However, when comparing the financial and personnel resources allocated to integration issues in Vienna and Innsbruck, the differences are striking. While in Vienna, an own administrative department for integration and diversity issues exists employing 60 persons, in Tyrol, the regional integration department consists of three persons, and the integration office of Innsbruck only employs one person. Regarding the conceptual level, the regional integration framework focuses on a broader perspective: education and school; economy and labour market; public administrations and security; communal life; coexistence; participation; equality; housing; health and social affairs; leisure, culture, sports, and religion; language acquisition; anti-discrimination. Actual programs for newcomers by

both cities mostly focus on programs for language acquisition, labour market integration, and in Vienna, general orientation programs for newcomers into all relevant areas of society as well as programs promoting intercultural dialogue.

II.1.2 A more inclusive approach in terms of target groups

In **Malmö** Integration Plan provides that immigrant groups with special needs (elderly, women, youth, persons with rehabilitation needs as well as the Roma population and Iraqis and Somalis), although far away from the labour market, shall receive support, usually via specific projects. However, politically these kinds of special/specific measures are motivated – both on a local and on a national level – under the condition that they should be limited to the first two years in the country and that in the long run they lead into regular mode of work.

In Germany policies on the national level primarily concentrate on third country national newcomers, but also on foreigners who are recipients of social benefits or have “special integration needs”. Those groups are obliged to attend an integration course if they do not have sufficient German language skills. Although the new law generally guarantees all immigrants, whose presence is not deemed temporary access, to language training, some groups, such as EU nationals, may only participate in a language course under certain conditions. The integration concept in **Stuttgart** is directed at newly arrived migrants, established immigrants as well as the native German population – in short, all citizens of Stuttgart. Three main aims for the local integration policy are stressed: 1) to promote participation and equality of opportunity; 2) to promote a peaceful cohabitation and social cohesion; 3) to benefit from cultural diversity in terms of personal and professional competences.

A working paper on knowledge of German language among the population of **Zurich** (published in 2008) revealed the fact that each 5th person speaks no German. The proportion of those who do not speak German or Swiss dialect grew between 1990 and 2000 from 6 to 7,3%. Differentiation according to the time plan, to the level of courses as well as to the regularity of German courses should be provided. Language promotion in the city of Zurich is developed accordingly. Although integration projects offer more than language courses, learning German is promoted the most. It is important to mention that most of the courses are not included in the integration agreement, as this was introduced only as a pilot project. Courses offered in the city of Zurich are open to all. The municipal Office for Promoting Integration promotes language learning on 3 levels.

In **Austria** federal integration measures focus on low-skilled newly arrived immigrants from third countries and also aim at managing immigration. Under the so-called Integration Agreement third country nationals, with some exceptions, are compelled to pass a German language test at A2 level two years after immigration (within five years before July 2011). German courses are partly funded by the federal government. By contrast, cities and municipalities have to find a way to deal pragmatically with the situation at hand and tend to be more inclusive. To learn the national language is also considered important by policy makers at the local level, however, Innsbruck and Vienna also identify a need to support national language learners who are exempted from the Integration Agreement, in particular long-term residents and immigrants from other EU states. Both groups constitute large parts of the local migrant populations. In

Innsbruck and Vienna access to most of language programs is thus open to all migrants, irrespective of their origin or length of stay (Courses for all persons exempted from the Integration Agreement are funded in Innsbruck by the federal province and in Vienna by the city administration). However, newcomers certainly constitute a specific target group with very specific needs compared to persons living in the country for several years. In this context, a point highlighted is that measures must be adapted to specific target groups. In Vienna for example, there is a very elaborated and comprehensive program for newcomers, which offers them orientation and information irrespective of their origin in all relevant areas of the new society. In Innsbruck, orientation programs for newcomers are still rare. In the perception of local policy makers third country nationals constitute a main target group of integration programs, however they are not the only one: persons who are not integrated into the labour market (due to labour market restrictions in the alien law) are perceived to have a higher demand for integration. In this regard, women who come to the country via family reunification, and in particular Turkish women, are a specific group of concern. A point highlighted is that measures must be adapted to the specific target groups.

The Community plan of the city of **Pardubice** seems to exclude permanent resident immigrants and EU citizens as target groups of social services in the field of immigrant integration, but in fact all migrants are covered, as well as in the Middle-term plan of the Pardubice region. The target group of both local policies is therefore broader than in the national Concept.

II.1.3 A stronger emphasis on interculturalism / diversity

What comes out from **Enschede** integration policy documents is a more communitarian and multicultural approach than the national one, as witnessed by several elements: view on participation has broadened from labour market participation to “contributing to society from a socio-economic perspective”, i.e. also in the form of volunteer work or informal care giving; the achievements of integration goals are seen as outcomes of the joint efforts of individuals, civil society organizations and the municipality; interculturalisation of Dutch institutions is considered as a requirement for successful integration; preservation of cultural identity is supposed to be of vital interest for the improvement of integration and, in accordance with this view, migrant organizations are subsidized when promoting integration (on the contrary, at the national level collaboration with migrant organizations is considered as undesirable). Shortly, thanks to its explicit recognition and accommodation of cultural diversity Enschede does not depart as radical from multiculturalism as the national integration policy does. In line with this is also that while in the national policy programme “integration” is more and more made equal to “cultural adaptation” (in terms of language, but also adaptation to norms and values), in the Enschede documents there is little talk of this. In Enschede integration is still framed in terms of education and labour market participation, in accordance with the previous national integration policy more than with the current one.

In 2002, the city of **Vienna** commissioned the study *Migration, integration, diversity policy*, which analysed and compared integration policies in 13 European, Canadian and US cities. On the basis of recommendations of this study, the decision was taken to further develop Vienna integration policy towards a policy of diversity. In 2004, the city

established the new *Municipal Department MA 17 - Integration and Diversity*. It was the first time that integration and diversity issues were formally anchored in the agenda of the City Administration. At the national level, an official diversity policy does not exist.

In general, in Spain political parties have opted for superficial debate centred on somewhat indeterminate concepts and attitudes towards general policy, conditioned by the influence of mass media, with an oscillation between socio-economic and civic integration. On the other hand, in **Barcelona** since 2008 a bigger emphasis has been put on interculturality, e.g.: promotion of migrants' autonomy; recognition of diversity emphasising the common and shared values ("a plural society, but not a plurality of societies"); positive interaction. This strategy is supposed to penetrate all spheres, with the involvement of the whole society. However, policies for the equality of opportunities must be developed from the educational system, urbanism, culture, security, etc. as a previous condition to achieve interculturality. Anti-discrimination policies are also seen as key to achieving equality.

II.2 More relevant departures from the national frame

In the UK a national policy framework on integration is missing except for language provision until recently. As it is in Austria, there has been an emphasis on language acquisition at the national level as a key element of migrant's participation in society. The ability to communicate was stressed as one of the important aspects of the integration of minorities and community cohesion at the local level. The issue of language provision is of particular importance as it exposes the existing contradictions between a set national priority (the need to be able to speak English as a pre-requisite for integration) and the fact that the nationally funded ESOL provision (English Speakers of Different Languages) has been progressively scrapped. The centralised provision of English courses is the only aspect of integration policy in the UK that could be seen as linking local integration initiatives and provision with a national program/framework. After the recent ESOL provision that was curtailed by the Conservative led coalition government, this is no longer the case. In **London**, as well as in the national approach, migrant integration is meant first of all as integration of refugees and is usually referred to not so much as "integration", but rather as "social cohesion", a kind of middle way between multiculturalism and assimilation. The integration dimension covers not only language, but also housing, employment, health, safety, participation, children and young people and skills and enterprise. As the Localism Bill (13/12/10) and local integration documents in both Enfield and Islington show, an increasing responsibility for integration is being located in communities and individual migrants, who, by implementing activities and creating migrants' forums, can participate in the decision making process. **London** belongs to a hybrid case where local policies on integration are not oriented by a national frame. The city itself is not the lowest tier in the national/local scale. London itself can be understood as a regional level that informs and is informed by local integration strategies, which take place within individual London boroughs. *London Enriched* (2009) is the policy document that better reflects existing strategies for migrant integration in London and sets out the Mayor's vision for refugees' integration by singling out seven themes and objectives for integration. London has begun to develop a migrant integration strategy since the transfer of integration programmes from the national to the regional level in 2006. This

started off from a refugee integration strategy and not from a centralized national policy framework. London has commissioned studies (Gidley and Jayaweera 2010) as the basis of its integration policies which increasingly seek to incorporate migrants as well as refugees. Its approach to integration covers not only language, but also housing, employment, health, safety, participation, children and young people and skills and enterprise. The existing integration policy frameworks are partially shaped by individual boroughs and can be different from borough to borough. The selected case studies are representative of inner and outer boroughs and illustrate the increasing localism in the implementation and management of integration policies. **Islington**, an inner London borough, has been at the forefront of refugee integration policy. The second example is **Enfield**, an outer London borough which operates within a community cohesion and equality framework. Both of them have developed initiatives through their Local Strategic Partnerships bringing together municipal, private and civil society actors. As the Localism Bill (13/12/10) and local integration documents in both Enfield and Islington show, an increasing responsibility for integration is being located in communities and individual migrants, that through implementing activities and creating migrants' forums can participate in the decision making process.

In **Geneva** (as for the French speaking part) integration policy has been carried out in a bottom-up manner, since most projects and mobilisations on immigrants' integration has been promoted by civil society organisations (including migrant organisations).

In **Turin** the integration issue seems to be characterised by a dichotomy: the implementing actors of integration/introduction courses agree that whereas security and emergency constitute a recurrent theme in the national debate, at the local level the policy process has been characterised by a better degree of sustainability. The local integration policymaking is perceived by all the actors as a non restrictive and quite effective one, i.e. at the local level the integration is not only a slogan. The need of a higher degree of integration between immigrants and Italians is often highlighted as well as the positive role of the school in promoting it. Furthermore, a part of the local society (e.g. middle and upper class) looks at immigration not merely in terms of a problem but also as a source of new opportunities. Consistently with the recent national approach the basic knowledge of the Italian language is pointed out as a fundamental necessity, but unlike the national approach, what is in the focus is not assimilation, but rather immigrants' daily life needs and the improvement of social interaction. Nevertheless, this does not prevent the security issue – the impact of which is favoured by the economic crisis (lower social classes fear more directly higher degree of concurrence in the labour market) – to play a role also on the local level: the centre left administration concerns itself with not being perceived as too involved in the matter of integration, pursuing a strategy aimed at a balance between the needs of integration and the perceived negative public opinion feelings about immigration.

In **Aosta** a shared perception is that the negative effects of the lack of a national strategy has been neutralized by an effective policymaking at the local level along sustainable guidelines. The integration dimensions emphasised in Aosta are, on the one hand, cultural issues and, on the other hand, socio-economical issues. Knowledge of the Italian language is pointed out as fundamental for daily life necessities. Nevertheless, in order to avoid possible negative effects of the debate at the national level, dominated by security issues, the cultural issue of immigration has been dealt with in specific educational programs and framed along a long term integration project.

III The local Integration Landscape – A Mapping of Integration / Introduction Courses

With regard to the offer of introduction courses, the main distinction is between 1) Local integration policies in countries with federal integration/introduction programmes (Sweden, Netherlands, Germany, Austria) and 2) Local integration policies in countries without federal integration/introduction programmes (Uk, Spain, Italy, Czech Republic). Nevertheless, within the first grouping there are cities which, besides courses provided in national/federal/cantonal laws, offer complementary programmes intended to integrate courses “from the top” with more flexible and local needs oriented activities.

III.1 Cities implementing national / federal / cantonal integration programmes

In Sweden the Law on Introduction Allowance (1992:1068) provides² that refugees, person with protection status plus their families that arrive within two years have the right to apply for this allowance, which in Älmhult is granted by the municipality Refugee coordination Office, in Malmö by the Administration of Social resources (the municipality receives a standard fee from the government). Introduction allowance is fixed, individual and available during a period of 24 months (in some cases it can be extended by another 12 months) for fulltime activities, the so-called Introduction Plan. However, immigrants who do not belong to this group have the right to take SFI-classes according to the Education Act in the case they do not have an adequate level of either Swedish, Danish or Norwegian. They can also choose to study the course in civic education at the School for Adult Education together with the group who benefit from the Introduction Allowance. For additional support in entering the labour market they then refer to the services offered by public institutions which are open to everyone. The only difference between this group and the group benefiting by Introduction Allowance is that attendance or absence of the latter in the activities spelled out in the introduction plan is closer monitored and has consequences in terms of allowance reduction. Not approved absences result in a reduction of the introduction allowance from a single hour to a complete reduction. Likewise, the right to introduction allowance is renounced if the participant starts employment or self-employment, if the activities and the goals set out in the introduction plan are not fulfilled, if the participant finds other means of income (e.g. student loan) or if the participant moves to another municipality.

As soon as a person with the right to participate in the Introduction Programme arrives in **Älmhult**, a meeting takes place at the Adult Education School Komvux with the representatives of the school, the Employment Services and the Refugee Coordination Office. After an evaluation of the individual’s background in terms of education, profession and health conditions, the person is registered for a SFI-language course. In a second step, the Introduction Plan is developed. This is individual and, besides Swedish classes and civics classes, it may contain the following activities: other adult education

2 Since December 1, 2010, after the achievement of the research project, a new law is in force, Etableringsreformen; the responsibility of the Introduction Plan for refugees, people on protection status plus their family members that arrive within two years has been moved from the municipalities to the Swedish National Agency of Labour. For the rest of the immigrants the municipalities are responsible.

courses (such as computer, English and/or mathematics), internship activities (for the duration of usually one month), other training activities for the labour market, organized leisure time activities (e.g. by the refugee reception unit or the adult education school). The Plan is updated at least twice per year. Älmhult municipality states Introduction Allowance as a “salary-like” system based on performance and clearly distinguished from the notion of social allowance. The fact that participants are allowed to work without having their allowance reduced is seen as favouring self-sufficiency. However, this kind of work has to take place outside the introduction programme schedule and possibilities are therefore limited. On top of the introduction allowance migrants can apply for other welfare allowances. On the other hand, benefits, such as parental leave benefits, unemployment benefits etc. result in a reduction of the introduction allowance.

In **Malmö** the first step towards the introduction allowance is a visit to the office of the Immigrant Service which is a municipal establishment under the Administration of Social Resources. The way to the introduction allowance goes through a thorough check of the whole family’s income as well as their needs. Indeed, it is very similar to the process of applying for social allowance and the amount as well. Malmö’s decision to lower the introduction allowance to the level of social allowance has to be seen as the natural consequence of including a much larger group of migrants into the target group of receivers, whom the municipality does not receive the governmental standard fee for.

The civic integration agenda of **Enschede** that existed before 2007 followed closely the national agenda of the Law on Civic Integration Newcomers (WIN in force from 1998 to 2007). Integration policy in Enschede consisted of an intensive educational trajectory with a course of 400 to 800 hours providing Dutch language training and a more limited course aiming at ‘social orientation’. Each student was assigned his or her individual municipal trajectory counsellor who coached the student. There were the available trajectories: Crowbar, Icebreaker and New Neighbours. Crowbar aimed at immigrants with little formal education; Icebreaker was developed for immigrants with some years formal education; New Neighbours was meant for immigrants with a higher education and higher potential for learning. Classes were mixed regarding countries of origin.

In 2007 the national Law on Civic Integration (WI) and Deltaplan Civic Integration were introduced and in the years after they were implemented at a national and local level. Starting point was the assumption that Dutch language proficiency and social knowledge and skills could help prevent that individual migrants would end up in a socially backward position.

The WI, too, differentiates between different civic integration exam profiles: in 2007 the profile ‘Upbringing, Health and Education’ (UHE) and ‘Work’ were introduced; in 2010 two more profiles were added, ‘Entrepreneurship’ and ‘Social Participation’. Enschede offers civic integration trajectories that form a preparation for the exam profiles UHE and Work, whereas Amsterdam e.g. has focused on ‘entrepreneurship’.

In general all integration courses in **Germany** are based on the Immigration Act, which came into force on 1 January 2005. As a result, for the first time in German history state-run integration services for immigrants are regulated by law. Integration was at that stage, under the motto “Promoting and demanding” or “Promoting with expectations”, defined for the first time as a federal responsibility compared to the former situation of integration measures being primarily controlled on the local level. Both, language courses for migrants as well as advisory services for migrants were already offered

before 2005 on the local level, but are now regulated by federal legislation. In Stuttgart, for example former language courses were first run parallel to, then substituted by the federal integration courses. Basic language skills had already been a prerequisite for a permanent residence permit before the new Immigration Act entered into force. However, with the introduction of the integration courses, the language skills (at level B1) and the knowledge about the legal system and social order which are a part of the courses have become one of the preconditions for obtaining a permanent residence permit. Since the amendment of the citizenship law on 27 August 2007, proving German language skills at level B1 of the CEFR are now also precondition for naturalisation. Basic civil knowledge is now also required as a precondition for naturalisation. On 1 September 2008 a standard nationwide naturalisation test has been introduced. The test consists of a survey with 30 questions about topics which are subject of the orientation course and 3 questions about the Land (federal state) in which the test candidate lives. The *Länder* additionally offer naturalisation courses in order to prepare for the test.

In **Austria** in 2002 the first concerted federal integration measure, the so-called Integration Agreement (IA) was introduced. It is a compulsory scheme requiring certain categories of newly arrived immigrants to pass an exam of German language and Austrian culture within five years after immigration (2 years as of July 2011). The “agreement” was revised and restricted in 2005, along with a general revision to the Austrian alien and asylum law. A last restriction to the IA for the time being will come into force in July 2011. This restriction was already foreseen in the National Action Plan on Integration, which was adopted in the beginning of 2010. The Austrian Federal Integration Agreement (IA) obliges all immigrants from countries outside the EU to acquire German language skills at the A2 level (as of 2011 at B1 level). Exemptions are made among others for highly skilled persons who immigrate for the purpose of taking up employment. While immigrants may freely decide where and how they acquire the obligatory level of language skills, the Austrian Integration Fund (AIF) has certified selected language institutes that are entitled to offer so-called German-Integration Courses. To complete the IA, migrants have to pass a standardised German exam (or equivalent) at one of the certified course providers or directly at the local branch of the AIF. Migrants may also choose to attend a course at a non-certified provider and then make the final exam at the AIF.

The difference between language courses held on behalf of the canton and on behalf of the city of **Zurich** is not very clear. Since 2001, courses subsidized by the federation, by the canton and by the municipal administration have been organised in the city of Zurich. The database on courses offered in the city gathers all types of courses – subsidized by the city, by the canton and courses offered by private organizations (on the free market). In June 2011 this database counted 409 course offers.

III.1.1 Target groups and / or groups explicitly exempted

Emphasis on Newcomers

In **Älmhult** the official Introduction Programme is open for all the categories for which the municipality receives governmental introduction allowance (a standard sum for every person): persons between 18 and 65 with permanent residence permit due to a refugee or refugee-like status (i.e. subsidiary protection and quota refugees) as well as

their family members who themselves ought to have a refugee or refugee-like status and who obtain residence permit not later than two years after the first member of the family registered in the municipality. All other immigrant categories are exempted. Nevertheless as in all other municipalities, all foreign born persons with a mother tongue other than Swedish, Danish or Norwegian are allowed to participate in the sfi classes.

Unlike Älmhult, the municipality of **Malmö** has chosen to extend the right to introduction allowance to all immigrants that have registered in Sweden less than 36 months ago (i.e. the so-called new-comers) under the condition that there is a need. Although there are groups formally exempted from the Introduction Allowance (EU citizens and third-country nationals with a permanent residence in another EU country), Sfi is for everybody without or with insufficient Swedish skills. Also the programs at the Employment and Integration Centres (AIC) are most often open to everybody in need of them. The Councillor for Integration and Employment explains that the idea in Malmö has been from the beginning (1993) to distinguish not among immigrant categories but needs. Professional background is said to be more important than nationality/ethnicity.

In **Stuttgart** the federal courses are aimed at Third Country Nationals and at ethnic Germans. The primary target group are third country national newcomers who are eligible for permanent residency, but also other persons can become eligible or even obliged to attend an integration course: immigrants who received their first residence title after 1 January 2005 (i.e. newcomers), permanently reside in Germany and do not have an adequate knowledge of the German language. Furthermore, for foreigners who receive unemployment benefit II, irrespectively of whether they received their residence title after or before 1 January 2005, attendance to an integration course can be compulsory. Initially the respective beneficiaries have been obliged by the alien authorities to attend an integration course. With the Directive Implementation Act entering into force on 28 August 2007 this was changed. Since then, the obligation is made directly by the office paying the unemployment benefit II, which has led to an acceleration of the process and increased the numbers of obligations. Foreigners, who have been living in Germany for some time, can be moreover obliged to attend if they have special integration needs. On the other hand, a person cannot be obliged to attend an integration course if he/she is training or attending/has attended a comparable education programme in Germany, or if long-term attendance of the integration course is impossible or unreasonable. Further, a person cannot be obliged to attend an orientation course if he/she is holding a residence permit as a long-term resident and can prove that he/she participated in integration measures in another EU member state in order to obtain a residence permit as a long-term resident.

Also immigrants who received a residence title before 1 January 2005 (apart from those who receive unemployment benefit II or have special integration needs³), EU citizens and German citizens (apart from those who lack adequate language skills and who have special integration needs) are not eligible to attend an integration course. They can, however, be admitted to a course under certain conditions. Asylum seekers and refugees without a secure residence status in Germany are generally excluded from integration courses. Since new regulations came into force in 2011, newcomers (that

3 There is a special need for integration for anyone who has not yet managed to integrate into the economic, cultural and social life of Germany without state help.

are obliged to participate in an integration course) are required to attend the integration course as well as successfully complete these courses by passing an examination during their first year of residence as a condition for the issuance of a permanent residence permit.

In **Austria** since January 2003 every third-country national who wants to stay in the country for more than half a year has to sign the Integration Agreement (IA) and is obliged to acquire German language skills at the A2 level within a period of 5 years (as of July 2011 this period will be shortened to two years and German skills at B1 level will be a precondition for permanent residence and citizenship). Highly skilled persons who immigrate for the purpose of taking up employment are amongst others exempted from the IA. To fulfil the IA, third-country nationals have to pass a standardised German exam. Immigrants may freely decide how to acquire the obligatory language skills. The Austrian Integration Fund (AIF) maintains a list of around 60 certified language institutes, mainly renowned adult education institutes and language institutes, which are entitled to offer literacy and language courses within the context of the Integration Agreement. Migrants may also choose to attend a course at a non-certified provider and then make the final exam at the AIF. In **Vienna**, the AIF offers German courses at its recently opened *House of Education and Professional Integration* (Habibi). Besides German courses at all levels, Habibi offers job-specific German courses (e.g. introduction to health care including a two day job shadowing) and German courses for companies employing a large number of people with a migration background.

The AIF operates five local branches in **Tyrol**, among them the Tyrol Integration Centre, which was established in April 2008 as an information and counselling centre for refugees and persons with subsidiary protection. Currently, the centre is trying to expand its sphere of competence also to migrants in general, as it officially supports the implementation of the IA and the National Action Plan on Integration. In Tyrol, AIF courses are offered at 29 course places, out of which seven are located in the city of Innsbruck. The courses are mainly offered by renowned adult education institutes, while only one NGO active in the field of integration in Innsbruck, the *Verein Multikulturell*, is AIF-certified.

Both Newcomers and Oldcomers

Starting point for the **Enschede** integration policy is that, in principle, general policies should reach all target groups in the city. Yet, the problems of immigrants are so serious and specific that a special policy was required. This is the rationale of the Enschede civic integration policy. In the implementation of the national Civic Integration Act the choice has been made to deliver tailor-made services and at the same time link up with the existing system of re-integration to paid labour.

An intensive educational trajectory was obliged for all newcomers in Enschede who fell under the WIN (1998-2007), that is all TCN foreigners between 16-65 who (intend for) a long time stay in the Netherlands. For the so-called 'old-comers' living on a social security benefit there existed a combined trajectory (on a voluntary basis) of civic integration and re-integration into the labour market. In practice the policy targets both 'oldcomers' and 'newcomers'. Under the WI (2007-), the target group is made up of oldcomers, who arrived after 1998, depending on a social security benefit and those who for whatever reason have not followed a civic integration programme and test; the 40 asylum seekers received every year by the city; persons with migrant origin who can

be assumed to have a language deficiency and therefore also in need of and eligible for the civic integration courses; allochthones who are not dependent on a social benefit but are in need for a civic integration course; autochthon Dutch functional illiterates (most likely they are dependent on a social benefit). In practice the policy targets in the first place persons that are obliged to take a civic integration test, “oldcomers” and “newcomers”.

Integration policy in the canton of **Zurich** addresses Swiss nationals as well as foreign population residing in Switzerland. Integration policy addressing the inclusion of the foreign population into the Swiss society refers to EU/EFTA countries nationals and third country nationals. Third country nationals are the main target group of the integration policy. Migrants coming from (third) countries such as United States, Canada or India are highly qualified while EU citizens coming to Switzerland (e.g. Portugal) are low-skilled. The integration policy in the city of Zurich targets also long-stayers, as 30% of the city population consist of migrants. In the canton of Zurich 42 integration agreements were signed until May 2009. Most of those who signed the agreements are coming from: ex-Yugoslavia countries (Macedonia, Serbia, Montenegro) and Asia. Almost 80% were women. The selected age categories expose the canton’s strategy to address particularly the young newcomers. The goal of the pilot project was to promote integration on a continuous basis starting with the first day of residence in the canton. The criteria for evaluating the cases in which integration agreements would be signed included: poor or no German, few years in school, low-skilled (for newcomers) and disability which impede the person to be independent in everyday life activities (for long-stayers).

III.1.2 Bindingness

Voluntary

Both in **Älmhult** and in **Malmö** participation in the introduction programme or only in the language course is voluntary. However, persons that benefit from the introduction allowance may experience the situation as semi-voluntary since the payment of their benefits is linked to the fulfilment of their personal introduction plan they agree on together with the refugee coordination unit in Älmhult and the AIC and the Immigrant Service in Malmö. The Education Act stipulates that students at Sfi can be enrolled as long as they make progress. Many students take breaks from their studies, due to several reasons. Attendance is supervised/checked/controlled and students who have been absent for more than 10 days lose their place in the course irrespective of the reason for absence. On the other hand, Sfi schools have the obligation to accept students when they come back. The only situation in which they can refuse a student or terminate a student before reaching a degree is when there is an obvious lack of progress.

Compulsory – negative sanctions

The municipality of **Enschede** has 2 sanction instruments: a cutback on people’s social security benefit and since 2008 an administrative fine. The fine has not been applied yet, because the period under the new regime before which people must pass the test has not passed yet. The instrument of cutting back someone’s social security benefit has

only seldom been applied. Usually it sufficed to give a warning that a sanction is on its way; however, since 2011 when the period has passed more sanctions are expected to be given.

Compulsory – both negative and positive sanctions

In **Stuttgart** if a foreigner does not fulfil his/her duty of attending a mandatory integration course, this can be taken into consideration when deciding on the renewal of his/her temporary residence permit. Alternatively, the renewed residence permit can be valid for a shorter period of time, in order to provide the respective person with another opportunity to comply with his/her obligation. Non-compliance with the obligation to participate in an integration course can be sanctioned by the expected course fee being charged in advance per notification or a fine of up to € 1.000. For recipients of social benefit-II, non-compliance with the obligation to participate in an integration course can be sanctioned by a cutting of social benefits. On the other hand, there are also incentives: in the case of a successful completion of the integration course, the residence requirement for naturalisation is lowered from eight to seven years. Moreover, since 2007 50 % of the paid fee for the integration course is reimbursed in case a participant passes the final test within two years after the eligibility. However, there are no figures available on how often these sanctions or incentives are imposed; it seems that neither the positive nor the negative sanctions have been applied comprehensively yet, although cases of cutting of social benefits, when migrants refuse to attend the course, are reported. In 2011, the regulations became more binding: if an immigrant does not participate in an integration course, even though he/she is obliged to do so, his/her residence permit can only be extended for one year, until he/she has successfully completed the integration course or can prove that he/she has successfully integrated otherwise. Thereby, the prolongation of a residence permit has been directly linked to the successful participation in an integration course and insofar a person is obliged to participate in an integration course.

In the canton of **Zurich** integration activities targeting citizens of the former countries have a voluntary character. However, cantonal integration activities can also be mandatory and they address third country nationals.

III.1.3 Funding sources

In most cases there is a mix of different funds: in **Sweden** municipalities receive a standard sum from the government for every person receiving an introduction allowance whereas the costs of SFI courses, however, are covered by the municipalities. In **Enschede** the costs for civic integration trajectory are € 10000 on average per trajectory, of which € 5000 expected from the government; in **Innsbruck** and **Vienna** the courses offered within the framework of the federal Integration Agreement are funded by the Ministry of the Interior/the Austrian Integration Fund.

A separate case is **Stuttgart**, where the federal integration courses are exclusively financed by federal funds (Federal Office for Migration and Refugees). Advisory service is primarily financed by federal funds, however requires also additional financial support from the federal state. Combined projects (supplementary measures for

integration courses) are financed by combining different funding areas from the federal government, federal states, local authorities, the public employment service and the European Social Fund.

In **Zurich** the cantonal Office for Integration financially supports the communes in the implementation of local German courses. These courses are complementary to the supply of vocational schools, other cantonal authorities and private educational institutions. The courses are organised by schools on behalf of the cantonal Office for Integration.

III.1.4 Fees

Sweden is the only case (among the cities implementing national introduction programmes) where the language courses (SFI) are always free. On the contrary, in the Netherlands, according to the law, municipalities may ask people who take part in a civic integration trajectory to pay a contribution of € 270. **Enschede** collects this contribution only at the end of the programme and settles it with the government bonus that people receive when they pass the exam within the trajectory period of three years. People who are obliged to take a civic integration trajectory are entitled to reimbursement of the costs for day care. People who participate in the trajectories on a voluntary basis don't have that right, but the municipality re-reimburses their expenses as well. In **Stuttgart** attendees pay one euro for each lesson, the total costs so amounting to 645 € for each course participant of a course comprising 645 lessons (the one-off attendance at the final test is free of charge). Exemptions from this financial contribution are made in certain circumstances, e. g. for recipients of social benefits. In **Vienna** and **Innsbruck** migrants have to pay the course costs themselves, but may receive reimbursement of the course costs. Persons exempt from the Integration Agreement in Innsbruck may apply for reimbursement of the course costs at the regional integration department.

In the canton of **Zurich** participants to the courses funded by the Canton and implemented by schools pay 5 CHF per lesson only.

III.1.5 Content

Only language and civic education

The Federal Office for Migration and Refugees is responsible for the content of the federal integration courses in **Stuttgart**. The German integration course model includes two components, a language course and an orientation course (civic education). The former aims at the acquisition of "adequate language skills" at level B1 (oral and written); the latter at teaching "immigrants about the legal system, the culture and history of Germany, in particular also the values of the democratic political system of the Federal Republic of Germany". A measure that is supposed to complement integration courses is the system of advisory service for migrants, focused primarily on supporting the integration process by providing advice in each individual case. The Federal Office has additionally implemented vocation-specific language courses ("German for Professional Purpose") for unemployed migrants, co-financed through the EU Social Fund. Furthermore, the Ministry of Education and Research and the Ministry

for Family, Senior Citizens, Women and Youth finance language courses to facilitate university access of young, qualified ethnic migrants and refugees (Liebig 2007).

Also labour market-oriented activities

The establishment of the introduction plan is individual both in **Älmhult** and **Malmö** (as well as in Sweden as a whole) and, besides Swedish language courses (SFI) and civic courses, it can include the following activities: other adult education courses (such as computer, English and/or mathematics), an internship and, in Älmhult, other preparation activities for the labour market. Students who have completed the final SFI-course (D-level) are supposed to be able to manage most of the situations that arise in everyday life. Among others, voluntary associations have been invited to present themselves to sfi and civic education classes. The rationale behind it is that such engagement would enable a social life, and therewith integration.

In **Enschede** the “Work”-oriented trajectory is a programme consisting of the components of language, work practice and social capacities. To start with, a work-oriented trajectory is carried out by the municipality through a unit named WorkStep located within the social unemployment relief works. The “Upbringing, Health and Education” (UHE)-oriented trajectory is for immigrants who will clearly not stream in the regular labour market like people who receive a disability benefit or women with young children. The UHE-trajectory aims at participating in society through volunteer work. Therefore this trajectory includes not only language teaching and a course on culture and society, but also a language traineeship.

In **Vienna** and **Innsbruck** the federal Integration Agreement (IA) provides courses aimed at developing German language skills at A2 level (as of 2011 at B1 level). In addition, the Austrian Labour Market Service (AMS), operating under the auspices of the Federal Ministry of Labour, Social Affairs and Consumer Protection, offers, in cooperation with a number of other actors, employment-related programs and courses to migrants. AMS measures focus on three main areas: 1) Support for persons participating in an AMS course; 2) Qualification measures, such as orientation courses, apprenticeship trainings, or further training for employed persons; and 3) employment-related measures aiming at a (re)integration into the labour market or at securing a current place of employment. As a measure to increase the qualification of persons with low German language skills, the AMS offers German courses at beginners and advanced levels, which are completed with an exam that is also fully credited for the fulfilment of the Integration Agreement. The course concept combines job-related language training and development of soft skills and other knowledge relevant for job search. The target groups of the Austrian Labour Market Services (AMS)-based courses in general are unemployed persons who have the right to work in Austria. Migrants constitute a major share of the participants in AMS programs. Despite these facts, migrants hardly represent a specific target group of the programs. Newcomers are entitled only insofar as they enter for work reasons; family migrants in the first year after arrival, as well as asylum seekers are thus not eligible to participate in AMS-programs.

III.1.6 Duration

In **Sweden** the Introduction Program is conceived as a two-year fulltime activity (i.e. five days a week eight hours per day). In **Stuttgart** a regular integration course consists of a maximum of 645 teaching units (TUs) per 45 minutes in German language and comprises two components: a language course with 600 TUs of language instruction (a basic language course with 300 TUs and an intermediate language course with 300 TUs) and a so-called orientation course containing 45 TUs of instruction about social and legal topics. The integration course is usually offered as a fulltime class. The attendance of part-time classes is possible in case the employment of the participant or other important reasons (e.g. child care) require for it. Currently approximately 40 % of the general integration courses and about 60 % of the illiterate courses are conducted as part-time classes (less than 20 TU per week). The government prefers full-time classes as part-time classes cause higher costs, particularly with respect to costs for child care and travel expenses. In Enschede the duration of the course was one year fulltime under the WIN, which was changed into 1,5 year under WI.

In Innsbruck and Vienna, there is no limitation to the number of course hours funded by the local governments.

III.1.7 Certificates delivered

Both in **Älmhult** and in **Malmö** the final sfi-degree (which is obtained through an exam after the D course) is important although it has lost much of its “entry ticket”-character into the labour market. In the **UK** courses end with an exam and a diploma. ESOL and Citizenship has a specific programme adapted to the four territories: England, Northern Ireland, Scotland and Wales.

In **Enschede** participants take a national exam after they have finished the integration course. The exam tests language proficiency and knowledge of Dutch culture and society. Participants must minimally have acquired mastery in Dutch at A2 level. When they have successfully passed the exam they get a certificate and in an exit interview possible further education or work opportunities are being discussed. The certificate is, again prescribed by national regulation, a pre-condition for receiving a permanent residence permit and eventually Dutch citizenship.

In **Stuttgart** when the final test has been passed successful participation in the integration course is certified by the Federal Office for Migration and Refugees (BAMF) with an Integration Course Certificate, that serves as a precondition for obtaining a permanent residence permit as well as for naturalisation. Moreover, it can lead to positive or negative monetary sanctions (reimbursement, cutting of social benefits) for the migrants. The Certificate, however, is not appreciated or recognised by employers, due to the rather low level of language proficiency they achieve in the integration courses (level B1).

To complete the Integration Agreement, in **Vienna** and **Innsbruck** migrants have to pass a standardised German exam (or equivalent) at one of the certified course providers or directly at the local branch of the AIF. Migrants may also choose to attend a course at a non-certified provider and then make the final exam at the AIF.

III.1.8 The network of actors involved in the implementation of the courses

Both local and national agencies' responsibility

In **Älmhult** the main actors in providing introduction services are to a large part municipal institutions (refugee coordination office, and the adult education school *Komvux*), with a certain involvement of State institutions (Employment Services, National Social Insurance). However, there is no politician whose scope explicitly consists of integration. Instead, the issue still lies under the different areas of politics; the ultimate responsibility is upon the chairperson of the municipality council and the cohesive function lies under the municipal executive board. Operative cooperation between the institutions is coordinated in Älmhult through the framework "Way In", a working group consisting of representatives of the above mentioned institutions actively working with integration issues that regularly meet. "Way in" is formally responsible for SFI (as well for other parts of the introduction package). All formal decisions, e.g. concerning budget, are then taken by the municipal council.

Municipality's responsibility with partial outsourcing

In 1998, the ten **Malmö** districts took over the responsibility for the introduction programme. A few years later, five Employment and Development Centre (AUC) were installed with separate responsibility for every district, and again, a few years later (in 2008) the unit for introduction was coupled to those centres, becoming the AIC. From July 2010 onwards the Education Administration of the city hall has the responsibility for SFI both for the newly arrived (up until 36 months) and for the not newly arrived (36 months and more). All in all, Malmö offers approximately 3,500 study places. Since 2007, roughly half of all places are externalised through public procurement to external providers, in order to offer more flexibility. The rest is offered by and located at the local adult education school (*Komvux*).

In the Netherlands under WIN in line with the notion of active citizenship the immigrant was expected to carry the full responsibility for his or her integration. Yet in practice in many municipalities the local authorities took on an extensive directive role in the organization of the civic integration programme. The policy was carried out under the WIN by the Regional Educational Centre (REC); the municipality had no choice here. The coordination of the civic integration programmes under the WI is in the hands of the Department Language & Civic Integration (L& I). **Enschede** has not opted to fully outsource the civic integration courses, because external agencies are stakeholders. e.g. not independent. Enschede has therefore chosen to have one department that direct the civic integration, while the programme preparing for the job market is in-sourced to the department (WorkStep) that was already responsible for the re-integration of unemployed into work and the other programme(s) preparing for raising children, health and education (UHE) are outsourced to external agencies but also the REC of Twente).

Federal / national responsibility

In Germany since the new Immigration Act entered into force on 1 January 2005 (revised in 2007), the management, co-ordination and monitoring functions associated with the implementation of the integration courses now lies in the responsibility of the

newly created Federal Office for Migration and Refugees (BAMF), linked to the Ministry of the Interior, compared to the former situation of integration measures being primarily controlled on the local level. Integration course providers as welfare organisations and NGO's carry out integration courses on behalf of the Federal Office for Migration and Refugees. Since the federal integration courses have been conducted, the Policy Unit for Integration Policy in Stuttgart also coordinates a network of actors involved in providing integration courses (welfare organisations, education centres or private language centres) with the aim to discuss and further develop processes concerning integration courses. Moreover, there are the umbrella organisations for advising migrants, the JobCenter (authority in charge of unemployed and social welfare recipients, similar to employment agencies), the "Clearingstelle sprachliche Integration" which offers counselling for migrants, helping them to find an integration course or a course offered by the city of Stuttgart. It supports the JobCenters with ALG II recipients who show a deficit in their knowledge of the German language.

More pluralist network (although under a federal responsibility)

The main actors shaping the integration landscape of **Vienna** and **Innsbruck** are the respective federal states, the various city departments, the Labour Market Service Tyrol (AMS Tirol and AMS Vienna), the Tyrol and Vienna Integration Centres (part of Austrian Integration Fund) and several civil society organizations including numerous migrant associations. In both, Vienna and Innsbruck, civil society organizations were crucial for the development of the current integration landscape. Regions and municipalities play an executive role in implementing the Integration Agreement. The role of NGOs in the implementation of the IA is to provide German language courses and counselling.

In **Zurich** the areas of migration and integration are located in the canton in two different departments: the Cantonal Migration Office is under the Department of Security; the Cantonal Office for Integration is part of the Department of Justice and Home Affairs. The Office for Integration implements the order of the executive council to allow the canton of Zurich a coherent and coordinated promotion of integration. The Cantonal Office for Integration was created in 2003 out of the Cantonal Association of Immigration (KAAZ). The KAAZ is a politically and religiously neutral organisation based in Zurich, founded in 1980. It gathers 46 collective and 13 individuals members from private and public institutions, workers' and employers, churches, migrant organisations etc. The aim of the Association is to represent and bring into the public discourse the interests of migrants. The Association is responsible for the administration of the Cantonal Office for Integration. The Cantonal Office coordinates the integration measures of different government areas. The Office is a partner authority for the Federal Office for Migration (BMF)

III.2 Complementary offer in cities implementing national programmes

III.2.1 Initiative

Private actor (in cooperation with the local administration)

Given that IKEA in **Älmhult** is the employer for the largest number of foreign citizens (many of whom take the municipality language classes) it has to be counted as a major

actor in the field of integration. The municipality discusses measures with IKEA on how to attract more people to settle down in the town; one result of this partnership has been the establishment of the international school open to the children of temporary settled labour migrants financed by the local education authorities and IKEA.

A large part of all foreigners residing in Älmhult are IKEA-employed, and thus take part in IKEA integration measures running parallel to the municipality efforts of integrating foreign citizens. Swedish language tuition is part of the service package that foreign employees receive. Usually, this is either private classes (one-to-one) but it can also be an intensive one-week course in Stockholm. In both cases IKEA Mobility services refer them (and their partners) to the local Sfi-classes, to make social contacts as a part of integration. Also Swedish culture training is offered and it is bought from an external company.

Municipality

Both federal provinces, Tyrol and Vienna, fund language courses which are complementary to the Integration Agreement. The integration measures introduced by the city of **Vienna** are independent from the national integration framework. In 2004 the city established the “Municipal department MA 17 – Integration and Diversity”, which replaced the earlier “Viennese Fund for Integration”. The majority of the services provided to migrants were outsourced (with exception of the first orientation and information services). In 2008 the MA 17 introduced the “Start Vienna” program, paying specific attention to the needs of new immigrants for orientation. All newly arrived immigrants in Vienna (third-country nationals and since January 2011 also EU citizens and their family members) are provided at a one-stop-shop by the MA 17 with a so-called individual start coaching after receiving their first-time residence permit from another Municipal Department. At the start-coaching session, which is free of charge, employees of the MA 17 provide all new inhabitants with information on the Integration Agreement, rights and duties, German language courses, further information events and recognition of acquired qualifications. Currently the start-coaching is available in 16 languages. At the end of the appointment migrants receive the Vienna education booklet, where all their attended language courses, information modules, counselling services, education and further training programmes are recorded. In addition, the booklet contains vouchers, which can be used for German integration courses. In total, third country nationals are supported with €300, EU citizens with €150. The vouchers can be used only for courses offered by course providers certified by the MA 17. Certified course providers differ between MA 17 and AIF. Only one voucher can be used per course (€100 or €50). The vouchers are valid for 30 months from the date of receiving the education booklet. In a second stage, immigrants who have already received their education booklet can attend group discussions moderated in their mother-tongue, in order first to clarify doubts about the voucher system, German courses and counselling services and secondly to exchange experiences with other immigrants. If necessary, further individual discussions can be arranged. During the Information modules newcomers receive information on different topics (e.g. health, education, housing and in particular on the labour market) from experts in their mother-tongue or another language they feel comfortable with. Migrants can choose freely which and how many information modules they want to attend. However, only participating in these events makes the language vouchers included in the Vienna education booklet valid. Migrants have to attend three information modules to validate

their three language vouchers. In 2009, the MA 17 introduced the program “Be Part of It”; the aim with this program is that Viennese inhabitants with and without migrant background meet, converse and get to know each other. Every person living in Vienna can develop a project idea and apply for funding. From July to November 2009 the MA 17 funded 40 projects in cooperation with the Department for Education and After School Youth Care. In addition, the MA 17 introduced several projects promoting intercultural dialogue. Main target groups of language courses are asylum seekers, children, teenagers and women, with a special focus on women who have not been enrolled in school before immigration.

Although in **Innsbruck** access to most of the programs is open to all migrants, the share of newcomers in language acquisition measures is certainly higher. Women who come to the country via family reunification, and in particular Turkish women, are a specific group of concern. As immigration from other EU member states has increased significantly in the last years, integration services have been opened also to immigrants of these countries.

In **Malmö** the municipality adult education school, Komvux, is able to offer SFI classes for a wide range of groups, due to a large number of students: elderly, youngsters, hearing impaired, women only, persons with autistic problems, persons in need of extensive teacher contact, persons who cannot sit still due to physical issues, persons with an interest in health issues, and so on. These classes are not part of the official offer of SFI. Next to the “regular SFI” there are also a number special sfi-classes as ordered by Malmö municipality (persons with mental problems or with grave/serious hearing or visible impairment): a combination of language, rehabilitation and internship. There have been attempts to increase participation in sfi classes by offering intensive classes (25 hours a week), or a teaching centre with long opening hours (between 8am to 8pm) for persons on parental leave or persons with irregular working hours. In addition, there is also a course with only 6 hours per week, usually attended by persons who are employed. Complementary measures to the national programme are often offered in **Malmö** by the municipality with collaboration of migrant associations and other voluntary associations and by KOMVUX.

In implementing the national integration policy, **Enschede** has opted for a more extensive approach compared to what is strictly required by the law. Enschede believes that learning Dutch is more effective when it is combined with participation in society. Therefore in Enschede all integration courses are offered as a *dual* trajectory; language in combination with (volunteer) work. People who take a civic integration course must according to the Law develop oral and written proficiency in Dutch at level A2. Enschede offers in its civic integration trajectories a higher level of language proficiency (B1) than is required by the law. It is also possible to follow a course which leads to an even higher language proficiency (B2). The idea is that a higher language level promotes a better integration in volunteer work and/or continuing education. Beside this peculiar understanding of the national provisions, Enschede introduced in 2008 a language coach for all newly arrived inhabitants and for people who are staying already longer in the city, but still don't know their way in the city. The coordination of the coaches project is in hands of Alifa, a welfare organization; the other complementary measures are implemented by the municipality itself. Participation is voluntary. The introduction of a coach fits well with the current national policy that stresses participation as an end goal of civic integration. The coach is a volunteer, who should take as a starting point the participant's wishes. The most important target is to broaden the social network of

the participant. The participant and coach usually weekly meet each other for a period of 12 weeks. The department L&I alerts people who start a civic integration trajectory to the existence of a language coach. The work of a coach requires certain capabilities. Therefore coaches get training and are coached themselves. In 2009 the coach was offered a-select to all people (old and newly arrived) that were called up for an intake conversation for the civic integration programme. The municipality has organized day care and combines this with pre- and early school education to tackle language deficiencies of immigrant children as early as possible. There is also an experiment to intensify the reading of children below 6 years of age. Enschede has developed a literacy trajectory as a pre-trajectory before people start their civic integration trajectory. All illiterate citizens in Enschede, autochthon and allochthon, get an offer. The municipality has now started a new project to channel parents visiting preschool playgroups to language lessons; the approach is the same used for schoolboys, so that parents understand and can help their children. In Enschede there is also a project which provides that the children involved start learning to read and this increases their language ability enormously.

Stuttgart supplements the federal courses with community projects, conversation courses, low level German classes in various parts of the city and “Mum is Learning German” classes. The political responsibility for integration lies in **Stuttgart** with the Lord Mayor. The Integration Commissioner and his Policy Unit for Integration Policy, which is directly responsible to the Lord Mayor, is in charge of the strategic orientation of the integration policy in general. The city of Stuttgart further collaborates with welfare organisations (the Catholic Caritas, the Protestant Diakonie and the AWO) and with various local NGOs, both in terms of conceptualisation of new approaches and of the provision of measures. The city offer low-threshold German courses, which are realised in the suburbs, as a reaction to the offers of integration courses by the BAMF, which are primarily run in the city centre. Moreover, there are providers of conversation courses as well as preparation courses for naturalisation tests. The city also offers “Mum learns German” courses with 100 TU which also include child care. The “Mum learns German” course costs the attendee between 50 and 70 Euro without material. As those courses are offered as part-time programmes, it is easier for mothers with children to attend regularly, whereas most of the federal courses are in full-time. The City of Stuttgart assumes that language support has to take into account the individual circumstances and educational background of immigrants. This requires sufficient, accessible German language courses on different levels located in all districts of the city and the provision of good quality language teaching. “Mum learns German”-courses are regarded as the most important courses next to the federal ones. This local offer is supposed to complement but not substitute the integration courses of the BAMF. As a general principle there is a priority to secure the federal courses with participants, before there is an enrolment in local courses. The attendance to them is always voluntary.

One initiative of both public and civil society actors

Besides the Municipal Department MA 17, the large number of civil society and migrant organisations, most of them linked through the “Vienna Integration Conference – Networking Office”, are further important actors in **Vienna**. NGOs working in the area of immigrant integration in Vienna cover a broad range of different topics, such as labour market-related counselling offered amongst others by the “Counselling Centre for

Migrants”, legal counselling with regard to immigration laws offered by “Helping hands”, intercultural trainings and support for asylum seekers provided amongst others by “Caritas Vienna” and the “Viennese Integration House”, or the NGOs “Orient Express”, “Verein Peregrina” and “LEFÖ Information, Education and Support for Migrant Women”. Main donors for NGO activities are the city of Vienna as well as ministerial and EU project funding lines (e.g. European Social Fund). “Interface”, a non-profit limited liability company of the City of Vienna, offers a wide range of integration programmes and services including a two year “Start Accompaniment” for persons entitled for asylum or holding a subsidiary protection status. It includes counselling with regard to accommodation, German language courses, employment, (further) education possibilities and admission to school and kindergarten.

The Federal state of **Tyrol** in 2002 has introduced the program Modell Tirol, which is basically a funding scheme for German courses operated by the regional integration department. This is the only program by the department which targets individuals. All migrants, who are not covered by any other funding scheme, may apply for the funding. In principle, these are all migrants who are exempted from the IA and who are not eligible for funding under an employment-related program. The country of origin, length of stay or qualification of the applicant is not relevant. If they have attended two thirds of the course, they receive 50% reimbursement of the course costs, while it is not required to successfully complete a course.

Within Modell Tirol, by contrast to the courses funded by the AIF, the program is voluntary, there is no limit to the number of course hours funded, and there is no need to complete the course with a final examination. Rather, the program aims to target as many persons as possible and thus is designed as a low-threshold program. The program explicitly encourages migrant organisations to organize German courses, and then reimburses parts of the course costs to the participants. The Country School Inspector of Tyrol offers special courses for migrant women with children in kindergarten and primary school in Innsbruck focusing on language education, but also information on education, nutrition and health issues. Also NGOs offer courses in addition to the national/federal programme: labour market-related counselling (Centre for Migrants Tyrol), intercultural trainings and qualification (amongst others, *Verein Multikulturell*), support for asylum seekers *Caritas Intergrationshaus*), specific services and support to migrant women and girls (Women from All Countries). Main donors for NGO activities are the federal state of Tyrol, ministerial funding lines, the city of Innsbruck and EU projects.

Besides courses offered in the framework of the Integration Agreement, in the city of **Zurich** the following types of courses are available: courses offered by both public (like AOZ, an independent public corporation of the city of Zurich) and civil society organizations (Caritas Zurich, ECAP Zurich, Balkan Centre for Migration), in cooperation or supported by the local authorities; courses offered by schools; private courses which are not subsidized by the local or national administration; German courses supported by employers or trade unions (these courses are often made together with specialised private providers); integration courses for teenagers and young adults, designed for youngsters older than the compulsory schooling age (between 15 and 20 years old) and subsidised by the canton and organised together with the municipality of Zurich. Moreover, the city also organises half-year integration courses for newly arrived adults with limited or no German knowledge as well as one year courses of German for youngsters between 18 and 26; language support for preschool children and for school-

aged children; literacy courses with child care for persons with no or insufficient knowledge of the Latin alphabet.

III.2.2 Target groups of the complementary offer

In **Älmhult** the IKEA explicit target group are company's foreign employees; nevertheless partners, too, are involved, although depending on the contract of their employed spouse.

Malmö Integration Plan provides that immigrant groups with special needs (elderly, women, youth with identity problems as well as persons with rehabilitation needs), although far away from the labour market, shall receive support, usually via specific projects, often in either informal participation of, or formal collaboration with, migrant associations and other voluntary associations. Politically these kind of special/specific measures are motivated – both on a local and on a national level – under the condition that they should be limited to the first two years in the country and that in the long run they lead into regular mode of work. Other target groups for specific measures are the Roma population and Iraqis and Somalis.

The complementary program in **Enschede** is intended both to new- and old-comers in general with a special focus on certain groups (parents, children, illiterate citizens).

The courses and programmes offered in **Stuttgart** aim as well at addressing all immigrants, newly arrived migrants as well as established immigrants, with regard to their individual needs. Since 2008/9, however, Stuttgart has also offered more special integration courses, e.g. for visually impaired people or hearing-impaired people such as the integration course of a vocational school, which is conducted parallel to the vocational training as a geriatric nurse. In the whole, the local offer focuses primarily on target groups which are excluded by the integration courses or not easy to reach. "Mum learns German"- courses specifically target mothers with young children, encouraging them to learn German in order to support their children in kindergarten or at school. In addition, the city currently provides information about the German school system at about 15 schools in Stuttgart which aims to better support of the child in his or her home environment. The courses adjust to specific situations and empower immigrant women in education as well as in social participation.

Women, and children who have not been enrolled in school before immigration, are considered specific target groups of the complementary offer both in **Vienna** and in **Innsbruck**. The successful Viennese initiative called "Mum learns German" has been implemented in Innsbruck, too. The initiative offers special courses for migrant women with children (between the age of seven and ten years) in kindergarten and primary schools that take place parallel to the school or kindergarten hours. The courses not only offer language education, but also information on education, nutrition and health issues. In Innsbruck courses offered by the NGOs are more daily-life oriented (i.e. talking and practicing German) and more tailored (as they are adapted to women's specific needs). In Vienna, Women who are enrolled in or finished the "Mom learns German" course are allowed to participate in the so-called "*Women's College*" (Frauen College, where they can acquire advanced German language skills, basic computer skills and basic knowledge in mathematics, geography, biology, political education, arts and

culture. The objective of this initiative is to give low-skilled women the necessary skills to participate in further education programs and to increase their chances to find a job.

In the city of **Zurich** the complementary offer targets mainly children and youngsters and people with language deficit.

III.3 Local offer where national programmes are not in place

III.3.1 The network of actors involved in the implementation of the courses

In the UK, language or ESOL provision as an overall policy of English teaching to speakers of other languages, was launched in 2001 as part of a national strategy for education and training called “Skills for Life” under the Department for Education and Employment. Initially these courses were standard but have varied to respond to the need of migrants seeking to achieve language proficiency in order to acquire permanent residency since 2007 (ESOL Skills for Life is 300 hours per academic year), Citizenship (ESOL and Citizenship for those below level 3) as well as orienting some courses towards the labour market (ESOL for Work 150 hours). LSC was abolished in 2009. The ESOL and Citizenship course includes knowledge of the life in the UK. If the person already has level 3 of English they only sit for the exam based on *Life in the UK: a journey to citizenship*. Thus ESOL and immigration policies have come closer together however it is difficult to state that the UK has other integration policies at national level.

Integration activities offered at a local level by **London** Boroughs consist of a range of training, workshops and forums that don't focus specifically on language provision. While emphasis on language alone reflects perhaps a narrow view of integration, language is without doubt one of integration's fundamental components and the very issue of knowledge of English language has become the battleground for integration policy reform in the UK. Policy makers widely acknowledge that language is a necessary determinant for integration, and, in this respect, ESOL (English for Speakers of Other Languages) is central to recent debates on migrants' integration and, not surprisingly, on funding cuts. In the **UK** all migrants wishing to obtain permanent residency have to pass a test but this does not require them necessarily to attend a course. Apart from a few courses provided by some NGOs, but which cover only small numbers, there is no widespread availability of a course for new arrivals. For example, a course for migrant women who have been in the country for less than 5 years run by LLU+ and funded by the UK Border Agency through European Integration Fund money, only meets the needs of few women. In Enfield, Community Aid, a community organisation mainly catering for Bangladeshi women, obtained funding from the London Development Agency (2006-9) for a project targeting Bangladeshi women, many of whom had entered through family reunification as spouses and children. They ran courses in conjunction with Enfield College (ESOL) and Bangladeshi Welfare Association (sewing). In Islington, Evelyn Oldfield, an organisation which began as a refugee organisation, obtains funding for courses from a number of sources – European Integration Funds and charities.

In **Barcelona**, according to the new Introduction Law, Catalan courses will be provided by the CNL, while sessions of civic knowledge of Catalonia will be split from language courses and carried out by the Immigration Agency (still to be created), and employment training (which is new) by the Employment Department of the regional government. This changes the current structure in which the associations have been the

main actor providing the language courses which also include civic knowledge. A third actor involved in the courses of Spanish are the 'schools of adults'. The problem is that they are not flexible in the registration dates and their offer is limited. There are 33 organisations that offer language courses, 3 of which offer only Catalan, 6 only Spanish and the rest offer both. These appear to be poorly coordinated with the schools of adults. In contrast, the coordination between the associations and the CNL is much stronger, as there is a 'coordinator of the language' managed by the City Hall. All organisations meet four times a year to exchange points of view and methodologies as well as to announce new courses. Whilst the associations and the schools of adults work at the local level and per districts, the scope of the CNL is all over Catalonia with 21 main offices.

In **Turin** we find CTP courses (Permanent Territorial Centres, belonging to the National Education System), on the one side, offering an institutionalised framework and consequently the possibility to obtain a certificate which is legally recognised. On the other side, there is a plethora of voluntary organizations, among which the Catholic Church plays a prominent role, offering courses aimed at teaching basic Italian to newcomers who need to learn the language as soon as possible in order to cope with their daily life necessities. The distinction between these two actors is not always clearly drawn. Once the knowledge of the language improves, voluntary organizations strongly advise immigrants to enrol in a CTP in order to get a certificate. Local authorities and private foundations do not only fund CTP and NGOs activities, but are also involved into specific projects. In the last few years new initiatives have been set up in order to improve coordination among course providers. CTP, for example, are nowadays under a regional coordination which represent them whenever they need to deal with local and national authorities. CTP and NGOs have set up a quite effective informal network and collaborate with public authorities on specific programmes. The integration policy council of the municipality of Turin is playing a major role in framing a better performing network of integration-makers.

In **Aosta** the network composed of CTP and some NGOs and AF (Formative Agencies, private organisations offering public funded language/integration courses for immigrants), plays a major role in providing integration/introduction courses at the local level. The opinion that local policy makers recognise their role in increasing the level of integration is shared by almost all the actors, furthermore they also think that this recognition is translated in an adequate financial support by local policymakers. The network that has been informally created between all the actors involved within the integration process has played a very important role.

On the contrary, the municipality and the Region of **Pardubice** do not coordinate their activities. In the Czech Republic there are no official national courses that could be implemented as a whole or as a comprehensive program. Courses in the Republic are provided at the local level - some of which are financed from the central level by the Ministry of Interior, others are financed by European funds, mainly the EIF. Although no uniform national courses are implemented, courses provided at the local level in different regions are likely to be comparable. In particular, language courses have already achieved some standardization. Nevertheless, in no case it can be argued that a single national model of the courses exists. Similarly, integration courses are currently undergoing development and testing. Although the Ministry of the Interior takes into consideration some forms of national integration courses, none of them has been created.

Both the region and the city of Pardubice establish workgroups within the social development plans. Groups members represent the city and the region, the police (including Alien police), labour offices, big employers and NGOs. Both major course providers in Pardubice (the NGO MLP and the predominantly government-funded regional integration centre CPIC) offer both types of courses. The initiative, especially when it comes to language courses, comes from various directions: besides CPIC and MLP themselves, we have the city and its community planning department, the Ministry of the Interior, offering subsidies for some courses, migrants.

In **Geneva** in June 2001 the Cantonal Law on the integration of foreigners was adopted. For the first time the law puts forward an administrative framework, specifying the need for clear action lines with regard to integration. However, these lines have not been drawn yet. In order to promote social cohesion, integration of foreigners and equality in terms of rights and duties, the Law introduced three new public bodies dealing exclusively with these issues: the Bureau for Integration of Foreigners (BIE) coordinated by the Delegate of Integration; the Interdepartmental Group for Integration; the Consultative Commission for Integration. The general idea that the BIE has on integration, although not specified *per se*, remains learning the official language of the canton. Organisations that offer French courses are subsidised by the BIE, unlike the ones aiming at learning or improving one's mother language. However, the BIE has ordered the integration courses offered by separate institutions and at least tries to coordinate the projects done by different organisations.

III.3.2 Target groups and attendance

In **London**, as it is in the UK, the only overall view of integration concerned refugees. A strategy towards migrants was slow to develop and stressed on individuals having to pass tests in order to obtain residency and citizenship, besides a much greater emphasis on language proficiency (see WP4). The dominant discourse applicable to established and new migrants has been one of "social or community cohesion" (see WP2), a kind of middle way between multiculturalism and assimilation. Target groups and beneficiaries of integration courses (including ESOL) are framed in terms of "hard to reach" groups and asylum seekers. Wives of men from South Asia are also perceived as being "hard to reach". Behind the notion of "hard to reach" are stereotyped ideas of groups of people (Saunders et al. 2009). As our ESOL expert interviewee highlights, viewing groups as rigid social actors denies the dynamism of individual people's trajectories. There is a multiplicity of potential groups individuals can be part of, moreover, individuals tend to be mobile and their position in their communities or in society can change over time. With regards to the ESOL provision, there is little data about which groups of migrants are accessing ESOL but COMPAS research on A8 migrants in 2007 found that only one third had done so. Barriers to ESOL access were long working hours, cost of courses and timing of classes. Strikingly, it was those who arrived with least English who were least likely to have accessed ESOL.

In **Barcelona** the courses are targeted to any migrant, including EU nationals and from outside Catalonia, who wish to learn Catalan, and are open to everyone (except minors) since there is no selection process. In terms of groups, the largest ones are families, labour migrants and those who don't have a legal residence status. Illiterate persons may do special courses of literacy which are normally offered by the schools of adults or

the associations. Although immigration policymaking has always tried to be based on universal criteria, the City Hall has decided to create special courses for Pakistani and Chinese people, as these were the communities that least attended the courses; the rate of attendance has dramatically increased. The regional Consortium for the Linguistic Normalisation (CNL) also offers courses focused on the sector of catering and on geriatrics, as these are two sectors of employment largely occupied by migrant people with a distinction of gender, as the second one is more female workers oriented. Courses are voluntary but much valued when dealing with the social rooting. The “rooting officer” conducts an interview to test the level of language as well as the extent to which the person participates in social networks and society. In this interview, no certificates of language are required if the person is able to communicate well in any of the national languages. If the rooting officer decides that this is not the case, they recommend that the individual attends a course before the next interview. The Introduction Law may reinforce the binding character of the courses, although they won't formally be compulsory.

In **Turin** CTP enrol all kind of immigrants over-16 with a residence permit (or at least with evidence that they have applied for it), and also EU nationals. Where classes are reserved to immigrants only, it is possible to form homogeneous classes in terms of nationality. In some CTP special classes are organized for the Chinese community in view of their major linguistic difficulty, but also of their business commitments. NGOs do not have any kind of groups explicitly exempted, usually they do not even ask for the residence permit in order to enrol immigrants in their courses. An important exception is represented by the *Pastorale Migranti*, a Catholic NGO playing a major role in the integration process at the local level, which does not enrol illegal immigrants. Many associations work only with women and some of them reserve their morning classes to women, in the light both of practical and cultural reasons. The municipality of Turin has promoted the “mother's school” in primary and secondary (first level) schools where foreign students are the majority, in order to facilitate the communication between teachers and migrant mothers, especially those belonging to the Muslim community. From 2000 till 2005, these courses have been provided mainly by schools, but later on many NGOs have begun to offer this kind of courses.

In **Aosta** CTP courses enrol all kind of immigrants, also EU nationals, except for those who do not have a residence permit or at least official evidence that they have applied for it, and immigrants under 16, within the first level of secondary school, and under 15 for the basic Italian course language. Attendance of the courses financed by ESF is strictly limited to extra-communitarians, courses financed by MLSP sometimes offer the opportunity to enrol some communitarian citizens. Some NGOs do not ask for the residence permit in order to enrol immigrants in their courses, but since most of them are funded by public authorities illegal immigrants do not even try to enrol. ESF focus on migrants actually involved in the labour market, while courses financed by MLSP also include women and under aged migrants. Many associations work only with women because the MLPS funds are allocated at this condition.

In **Geneva** the courses, offered by various associations, target both migrants in general and special groups like children, parents, women, refugees and asylum seekers. Language courses in **Geneva** are not compulsory. For a long term residence permit, though, immigrants are required a level of French equivalent to the European level A and for naturalisation a level of French equivalent to level B.

In **Pardubice** the Foreign National Residence Act imposes the obligation to pass a Czech language exam at level A1 for migrants applying for permanent residence; exceptions are adult migrants who studied at Czech schools, migrants older than 60 years of age or mentally handicapped migrants. However, no language course is mandatory. The city Community plan seems to exclude permanent resident immigrants and EU citizens as target groups of the social services dealing with immigrant integration, but in fact all the migrants are covered, as well as in the Middle-term plan of the Pardubice region.

Both in **Turin** and **Aosta** the participation in CTP courses is voluntary and the attendance depends on various elements. Immigrants are not sanctioned if they decide to leave the course. But, CTP, in case of people who decide to enrol again, acknowledge the hours they had previously attended. Normally, immigrants must attend at least 70% of the course in order to get the final attendance certificate, but in the case of an immigrant who has already a good level of education the attendance may be reduced with acknowledgement of the established abilities. CTP are keen to accept a reduced attendance of immigrants because of the lack of teachers that every CTP suffers from. The participation in NGOs courses is voluntary as well and the turnover is very high since the majority of the immigrants are newcomers. In NGOs/AFs courses offered in Aosta the participation is voluntary and the courses providing a certificate witness a greater attendance.

III.3.3 Funding sources

Mix of public funds

In the **UK** there is no specific funding provision for migrants' integration courses. Some limited funding is available at local level for the integration of refugees, though actually some of the courses offered by NGOs and local community organisations are often accessed by people with a broad range of migration statuses. Additionally, some local migrant organisations offer integration or community engagement courses which are self-funded or funded as part of broader grants. As far as language courses are concerned, the funding mechanism is quite complex. Basically the national is channelled through the local where organisations, such as further education colleges and community organisations, can bid for funding to run courses. There are two sources of funding, available for national use, stem from European sources. They each come with restrictions. The European Social Fund cannot be accessed by asylum seekers or newly arrived TCNS. The European Integration Fund is used for recently arrived TCNs. Some categories i.e. those on means-tested benefits can receive free ESOL but this excludes newly arrived TCNs who are barred from accessing public funds. It was estimated that there are 600 providers in all, of which 50% are Further Education Colleges (vocational training centres) as well as schools, language institutes and NGOs, including migrant community associations. The only national frame supporting local and regional projects for migrant integration was recently abolished by the current Conservative-dominated government a Migrants Impact Fund (see WP2) therefore London is an interesting case of "local offer where national programmes are not in place" and where a key source of funding is from the European Commission.

Until 2006 the associations involved in the implementation of introduction courses in **Barcelona** used their own budget to organise the courses although these were receiving public support for the overall activities. Since 2006, the City Hall has provided

financial support to these associations and collaborate with them. However, which percentage of this budget comes from the regional government, the State or from the EU is unknown. It is worth noting that with the economic recession, the funding assigned to the associations from the regional government has been reduced by 30% which has obliged some to downsize the activities, slightly increase the price of the courses material, and look for alternative (private) funding.

In **Aosta** while CTP is financed by the national and regional government, the regional labour department (DARL) is entitled to allocate two different types of funds to NGOs and AFs, in order to provide a wider range of language courses: the European Social Fund (ESF), administrated by DARL itself, and the project grants financed by the Minister of Labour and Social Policies (MLSP), administrated by the regional health councillorship. It has been pointed out that, while bureaucratic procedures linked to ESF funds makes the managing of NGOs and AFs courses more difficult, MLSP funds are easier to administrate.

Mix of public and private funds

As in **Turin** the CTP are a part of the national education system, the financial support of the Minister of Education is the main source of funding. Local government plays a minor role except for specific educational programmes. Private bank foundations, such as CRT Foundation and Compagnia di San Paolo, also support CTP activities on the basis of project grants, which is often achieved thanks to the collaboration between CTP and other associations. The teaching activities of NGOs courses are made on a voluntary basis, therefore the budget is spent for items like stationery, books, dictionaries and so on, which are covered thanks to local government (annual contributions) and private foundation funds (single project grants).

In **Geneva** Organisations that offer French courses are subsidised by the BIE, while others, which would emphasise mainly on learning or improving one's mother language, are not funded by the Canton.

In **Pardubice** the local implementation of integration is based on the Aliens Act (1999), on the national Concept of immigrant integration and on the legislation regulating the social services (2006). Whereas the Region disposes of its own budget, the municipality only redistributes the subsidies and grants from the Ministry of the Interior. That means that although the donator is the municipality, the actual policy maker is the Ministry.

III.3.4 Content

Only language and civic education

Until now in **Barcelona** the language and civic courses have been the same. Their learning aims are: to learn the language, the culture, history and traditions of the host society, to promote the participation of migrants in social issues, to provide tools for their autonomy and facilitate their reception. The Introduction Law is supposed to split the course into two different courses: 130 hours of Catalan and 20 hours of civic issues. The organisation of the courses differs from the associations to the CNL. The former, in general, offer a maximum of three courses: the reception, Spanish 1 and Spanish 2, apart from one initial level of Catalan. The reception course is focused on basic vocabulary.

The object of the other courses is to broaden the vocabulary and to manage more complex issues (such as how to find a job). Apart from language courses, there are “reception sessions” of 2,5 hours, on the initiative of mainly two associations of the district of Sants, which proposed it to the City Hall in 2006. It is recently being implemented in all districts of Barcelona. There are two kinds of sessions: the itinerant, included in regular language courses (if the associations ask for them), and the fixed which are held in the district building once a week or every two weeks and are open to everyone. The content of the reception sessions is structured in four main areas: i) description of the territory (based on Barcelona), ii) basic resources, iii) rights, duties and participation and iv) immigration law. Many of the issues of the first two sections are also raised during language courses.

In **Turin** the learning aims of CTP courses deal with the achievement of secondary school first level certificate, which is compulsory in order to enrol in some professional courses such as the OSS course (social sanitary operator), by far the most required. Usually it takes one year course in order to get it, but in the case of immigrants it may take more time. Officially CTP do not offer basic Italian language courses. In practice, since most immigrants do not know the language, they do it in order to make immigrants able to follow normal secondary school courses (it is quite common for an immigrant however to leave the courses, as soon as he/she can speak and understand Italian enough to get a job, and to come back later in order to get the certificate). CTP workers also point out that they link the learning of Italian language to a wider learning on the host country. Since 2008 this informal work which has been provided has become part of citizenship education. Moreover, the CTP, in collaboration with other associations and thanks to the financial support of a private bank foundation, has organised citizenship education within their courses. In the last two years they have been involved in a project dealing with citizenship for immigrants, resulting in a book which has been tested during the language courses over the past few months. The learning aim of NGOs courses is to develop the skills for speaking and understanding the Italian language as soon as possible, as a survival tool. Previous immigrant’s knowledge or capabilities are often marginalised in the first period since the language has to be given priority, but once a communicative exchange has become possible, NGOs also deal with other aspects of integration, such as citizenship.

In **Aosta** CTP courses aim at improving knowledge of the Italian language for newcomers who sometimes are also illiterate, but especially at achieving secondary school first level certificate. Usually it takes a one year course in order to get this certificate but in the case of immigrants, depending on their previous schooling, it may take more time. CTP offer basic Italian language courses. At the end there is the possibility to pass the CISL exam. The majority of immigrants who pass this exam do not try to achieve the A2 level, which is the one required by the law for a long-standing residence permit, but more advanced level (B2 and C1). The learning of Italian language is linked to a wider cultural learning. NGOs/AFs courses aim in a first phase at developing the skills for speaking and understanding the Italian language as soon as possible. In a second phase, AFs courses have been developed in order to offer a language course specifically organised for those who already have a working experience and need to improve their language skills. NGOs which are involved in specific projects of integration (e.g. women) have recently begun to use an empowerment approach in order to deal with women not as a mothers but as workers.

In **Pardubice** the integration courses provided can be divided into two main categories, derived from the national Concept of the Integration of Foreigners: 1) Czech language courses and 2) socio-cultural courses. 1) Czech language courses have two basic forms: a) a low-threshold course and b) a systematic course. A low-threshold course is open to any interested migrants, a systematic course requires a certain level of knowledge. The target of the systematic Czech courses are: people mastering Czech on a specific level or in a well-defined area (writing, reading, speaking). 2) The integration courses aim at providing essential information about the Czech Republic, conditions for employment and entrepreneurship and information on health, social and educational system. Some courses include information and workshops on Czech history, traditions and holidays. There are different kinds of courses (e.g. focusing on a specific theme: residence permit, pregnancy, health insurance, etc.).

Both language/civic education and work-oriented courses

The integration areas listed in **London Enriched** are not just limited to the knowledge of English language; the document provides a more comprehensive and complex understanding of integration that looks at the following indicators for integration: (i) English Language (ii) Housing (iii) Employment (iv) Skills and enterprise (v) Health (vi) Community Safety (vii) Children and Young People (viii) Community Development and Participation. The report on *Managing Migration in London*, (Bell, Ford and Mc Dowell 2008) commissioned by the London Asylum Seekers Consortium explores the management of public services and migrants in London. It seeks to identify key issues and provide initial recommendations as to the way forward in managing public services in areas of high levels of immigration. Views and information were sought from a sample of one third of London Boroughs on questions related to impact on Local Authority service areas, pressures on housing, employment and poverty, illegal migrants, community cohesion and host community needs and support for children young people. The report identifies key issues on five broad service areas similar to the ones identified by the *London Enriched* policy report: (i) housing, (ii) health and (iii) social care, (iv) children and young people, (v) social cohesion and employment.

Civic integration courses are broadly conceived and are provided by local organizations. These courses include activities such as counselling services, elderly project and domestic violence trainings. In the London Borough of Enfield for instance, EREC seeks to actively promote and implement a racially just society which will enhance the quality of life for all who live, work and learn in Enfield. Among the organization strategic aims, EREC aims to establish itself as the leading organisation in promoting and delivering community cohesion. It does so by reviewing, monitoring, appraising and responding to issues affecting black and ethnic minorities in Enfield. Based in Islington, IMECE is a Turkish speaking women's group, it was established in 1982 as a non-profit organization working for the empowerment of Black and Minority Ethnic (BME) women, and in particular Turkish, Kurdish and Cypriot. IMECE's set of activities represents an example of how civil integration courses are implemented at a local level. The organization focuses on welfare benefit and income maximization advice for Turkish speaking women. Another important part of its work is on domestic violence as well as housing, health, legal advice, bill, immigration, education and others.

In **Geneva** the Centre d'Integration Culturelle - CIC (Croix-Rouge genevoise) offers 2 language courses for daily life: 1) a standard course of French (beginner, intermediate

and advanced level), organised in 3 sessions per year for 15 students per course 2) a course of intensive French: 2 sessions per year of 4 months each (100h of course each session) for 10 participants per course, divided in 4 different levels. During these courses, volunteers or representatives of local and cantonal organisation and institutions are invited to present different subjects, such as: basic insurances in Geneva, recycling, Swiss institutions etc. Also, CIC organizes the workshop "Playing in French", designed for children who started school in September 2009, aimed not only at providing children with basic language notions, but also at making children familiar with the school format in Geneva. Camarada is a centre for receiving and training low-skilled migrant women and their children who are not enrolled in school yet. Regarding French alphabetisation, Camarada addresses 2 types of public – women who learn French for the first time and women who have been living in Geneva for some years and thus have some language knowledge, but want to learn to read and write, especially in order to be able to help their children with homework as well as to be involved in their children's school community. The Conference of Students' Associations offered in 2010 free of charge language courses, open to all migrants interested in improving their French knowledge. The courses' curricula were fixed together with the participants, according to their needs and interests. Moreover, in order to be available for those employed, courses were held in the evenings and no preliminary registration was required. Open University of Geneva offers language courses of different levels (from alphabetisation and beginners to intermediate), as well as conversation courses for adult migrants. Together with Université Ouvrière de Genève, the cantonal BIE offers a 2h introduction course to all new-comers into the canton of Geneva. The program is designed to address issues regarding cantonal and municipal life and to refer the participants to different competent organisations for more specific inquiries. This program is offered 2 times per year in 7 languages. Also some organisations organise civic participation courses, either supported by the BIE or by the Confederation (whenever a call for projects appears) or made by volunteers. For asylum applicants as well as for refugees living in Geneva CIC organises training courses for future employment in a library or in an office. The courses are held 3 sessions per year, 2 times per week, for 8 students for each course. Camarada offers workshops for sewing, informatics courses for beginners, information on disease prevention and promotion of health, as well as information on employability in Geneva. The Swiss Labour Assistance (OSEO), aiming at labour market integration, offers as well language courses, civic education, and practical exercises during which participants interact with local and cantonal institutions.

III.3.5 Duration

The duration of integration courses in **London** is highly variable and up to individual organizations. In the specific case of nationally provided language tests, ESOL for Life generally lasts 300 hours per academic year and ESOL for Work 150 hours. In the UK migrants only have to pass tests if they wish to settle and there are no compulsory courses as such.

In **Barcelona** the duration of the courses varies according to the organisations but the average is around 70 hours. All the courses can be conducted in three different timetables: in the morning, in the afternoon and at night. The CNL offers different courses with different durations, according to how intensive they are.

The CTP courses in **Turin** and **Aosta** follow the national school schedule, from September to June, but the amount of course-hours varies from 260 to 80 hours, depending on the different courses. The main characteristic of NGOs courses is flexibility. In Turin a standard course is made of 60-70 hours but since the attendance is quite irregular every course is different. In Aosta the CISL (Certificate for Italian as foreign Language) courses last 80 hours but for workers there is the possibility to attend only two hours each fifteen days and study at home. A standard NGOs/AFs course is made of 60 hours. These courses do not all follow the national school schedule. AFs courses are structured in order to make the best of a short attendance period and they are made of 100 hours.

Both course providers in Pardubice at the moment offer courses comprising 50 hours in total (roughly three months). The courses take place once or twice (for advanced participants) a week. They usually take up two to three lessons. The timetable is adapted to the daily routine of the working migrants. The socio-cultural courses last two to three hours and consist of a lecture and a debate, in which participants can discuss their experiences related to the subject.

In **Geneva** the CIC course of simple French (beginner, intermediate and advanced) is 7 times per week, 3 sessions per year; the CIC course of intensive French (divided in 4 different levels) includes two sessions per year of 4 months each (100h of course each session). For holders of an F resident permit or for refugees with a residence permit B, **CIC** organises training courses for future employment in a library or in an office. The courses are held 3 sessions per year, 2 times per week.

III.3.6 Fees

In **London** integration courses are generally free with the exception of the changing national legislation for accredited ESOL tests. Initially immigrants could enrol for free up to level 2, but, as a result of a study in 2006 (NIACE), it was decided to restrict free courses to persons with limited resources and to get employers contribute more. In 2008 about 50% participants were exempted from paying. Categories such as learners between 16 and 18 years, those on benefits or Job Seekers Allowance, those in a situation of dependence such as spouses and some categories of asylum seekers. The exam for the citizenship test currently costs £50 on its own.

The introduction courses are completely free only in **Pardubice**. In **Barcelona** the initial and basic courses of the CNL are free but students have to pay the book (10-15€). The same happens with the associations: all courses are free and in some of them – not all – you have to pay 15€ for the material. In **Aosta** and in **Turin** the CTP language courses and the secondary school certificate courses are free. In Aosta immigrants are asked to contribute to buy the teaching book (3 euros) in the very first level of language course if they can. Immigrants who want to pass the CISL exam have to pay 50% of the cost of the exam (depending on the level, 15-45 euros), as well as in NGOs and AFs course, that apart from that are free. In Turin the CTP language courses and the secondary school certificate course are free; English courses cost 30-40 euros, computer courses between 15 and 40 euros depending on the hours attended and the citizenship courses 50-100 euros depending on the financial fund given by the regional government. The NGOs courses are free, but some NGOs fix a registration fee of 10-15 euros or ask immigrants to contribute by buying the teaching book (2-4 euros).

Although subsidised, most of the organisations in **Geneva** chose to offer the courses at a certain (small) price (between 15 and 50 CHF/ course) in order to give a certain responsibility to the participants. Others offer courses free of charge which sans-papiers can attend, as presence is not linked with the residence status.

III.3.7 Certificates delivered

In **London**, a number of migrant associations have a long history of providing English, IT and other civic education courses although these do not often give certificates.

In **Barcelona** at the end of the courses the associations and the CNL provide certificates of attendance for which there are no exams and only an 80% of attendance is required to obtain it. The certificates don't have any formal legal value, but can acquire it when the Introduction Law and the last Immigration Law (LOEX 2/2009) are implemented. Some years before the requirement in the social rooting was the registration form of the course and it was changed to this certificate of attendance to ensure that the migrants implement the course. The certificates issued in **Geneva** are recognised ones, as they can help the migrants prove to a third party the level of their knowledge of French. Certification of French courses is provided by some organisations only, like CIC.

Both in **Turin** and in **Aosta** CTP secondary school courses once the exam is passed deliver a certificate which has a legal value and it is compulsory when immigrants wish to enrol in other professional courses. The CISL courses, once the exam is passed, deliver also a certificate of knowledge of the Italian language. The level of appreciation seems to be quite high since in order to find a job, for example, a certificate delivered by an official institution as CTP may increase the possibilities of success. NGOs do not deliver certificates which enjoy a legal value. Some NGOs, as *Pastorale Migranti*, do not give a certificate unless the immigrant requires it because they do not want to increase the confusion about certificates with legal value and certificates of attendance.

IV The (perceived) Impact of Integration / Introduction Courses

Cities whose integration policies have been scrutinized by specialists (scholars/consulting agencies) have been grouped separately. As for the other cases, opinions and suggestions gathered through interviews to implementing actors and stakeholders in local contexts have been distinguished into two classes: evaluations in terms of effectiveness, i.e. to what degree courses, in their current arrangement, are suitable to reach the desired goal (immigrants integration) and what should be done in order to improve their impact?; evaluations on the basis of the impact they seem to have on the host society as a whole, in terms of integration and social cohesion.

IV.1 Professional assessment of integration measures

In **London** most evaluation research has been conducted in the field of refugee programmes. London Enriched, however, discusses the paucity of existing evaluation studies on the effectiveness and the impact of courses for migrants. The Compas report (2010) outlines that the courses as such are not considered a priority for integration, so there is no evaluation source for “integration” courses. The term “integration courses” does not exist in the literature. The only aspect related to courses where the debate points out the need for migrant integration is ESOL classes, so the focus of this section for the London case can only be on language courses provision. Evidence shows that significant amount of resources has been allocated in this area and also that there is a huge unmet demand. However, there is a lack of clarity on what works best and what provides value for money as the policy guidelines for integration in London are formulated in rather vague terms: rooting programmes in local communities, enhancing pedagogy by building in personal and community development, labour force integration and citizenship and a focus on progression route rather than just a focus on numbers accessing courses.

There is no exhaustive/comprehensive evaluation of integration measures in **Stuttgart**. However, evaluations of integration measures play a dominant role at the national level. Therefore, the Federal Ministry of the Interior commissioned Rambøll Management (a consulting agency) in 2006 to elaborate an expertise on potentials for improving the implementation of the federal integration courses. A key finding of the study was that a proportion of approximately 40 % of all integration course participants was not able to achieve language skills at level B1 within 600 teaching units. Thus, one recommendation for improvement was to work with a flexible amount of teaching units, differentiating according to the learning progress and previous knowledge of the participants. Another recommendation was to make the final examination as well as the initial placement test obligatory in order to obtain a more homogeneous composition of course participants and a better data base for assessing integration course effectiveness. The obligatory final examination should have the form of a graded test which is also able to determine language proficiency below level B1. It was further recommended to expand offers for child care, as a lack of child care services was found to be the reason for premature course termination in 40 % of the terminations, particularly for women. One main subject of criticism was the fact that the existing possibilities of sanctions (negative and positive) were not applied consequently to those who were (not) meeting their obligation to attend an integration course. Moreover, an

evaluation-project “Integration Trajectories of Integration Course Participants (Integration Panel)” was initiated in 2007, designed as a longitudinal study. One of the main results was that the progress achieved during a course depends on the following factors: a lot of contact with Germans, little contact to citizens of the country of origin, “a younger age, higher educational level, and not having been born in Turkey, Russia or a former Soviet Republic or South or East Asia” (INTEC, Rother 2009). All of these factors have a positive impact on a participants’ progress.

The impact of integration courses in **Enschede** under the WIN (Law on Civic Integration Newcomers) (1998-2007) was measured by an Enschede-Münster collaborative research project. In both countries immigrant groups were interviewed in 2004 (when they had just arrived), 2005 and 2006. The target group in Enschede consisted of 182 people in 2005, 83 of whom filled in the questionnaire again in 2006. They were mainly refugees (about half of the population) and people who came for marriage and family re-unification (about 40%). The Enschede approach with its emphasis on language acquisition and knowledge of Dutch culture and society can be characterized as a policy of culturalisation, while the Münster coach approach with its emphasis on non-segregated housing and the making of contacts can be characterized as interaction policy.

The Enschede approach turned out to be more effective than the Münster one. In Enschede Dutch language proficiency went together with a better knowledge of the Dutch society, increased participation in social activities and more contacts with Dutchmen. In 2005 86% had no job, but in 2006 the number decreased to 82%. More striking is the rise of people who worked 20 hours or more per week: in 2005 7%, in 2006 16%. The percentage that was dependent on a welfare benefit remained stable (36% in 2005, 35% in 2006); the percentage not living in a segregated neighbourhood rose from 60% in 2005 to 85% in 2006. In the latter case, however, the result should be explained not so much as a result of the civic integration programme, but of the urban re-structuring activities of the city.

An unexpected finding was that living in a neighbourhood with few other people of immigrant background seemed to have a negative impact on language acquisition and surprisingly, also on contacts with Dutchmen. Another finding was that keeping to the norms and traditions of the country of origin correlated negatively with some other aspects of integration, e.g. knowledge of society and informal contacts with Dutchmen. It must be borne in mind that the immigrants in Enschede predominantly had an Islamic background; this refers to the impact of immigrants’ personal features on integration.

Differences in levels of integration between men and women are small, while there is a gap between refugees and family migrants: the former appeared to be the most vulnerable group, they are more often socially isolated and lonely, lacking practical support, dependent on a social security benefit and with less contacts with Dutchmen. The latter are supported by their family. Perhaps paradoxically, refugees’ identification with the Netherlands is stronger than that of family migrants, but this is most likely due to refugees’ complex relationship with their country of origin. Refugees’ greater need of help with integration suggests that the integration programme should be differentiated accordingly.

In light of the partial correlations found, and of the small significance of it (i.e. in Enschede migrants made progress in language acquisition, but this did result in only slightly more people finding a job or only a minor increase in informal contacts with

Dutchmen), the overall conclusion of research was that irrespective of the approach chosen, there is little spill-over effect of improvement from one dimension of integration to the other ones, therefore a policy is warranted that aims at directly influencing several dimensions of integration at the same time (language acquisition and paid work and social contacts at the same time).

On the effect of the coaches in Enschede there are two qualitative studies. In most of the coaching trajectories compared the focus was on language acquisition; however, coaches also explored the city with the participant, explaining informal social rules. Furthermore they helped participants with all sorts of practicalities. There is no great difference between the two groups (with and without coach), as in both most participants have a limited social circle and what's more mostly made up of people with their own cultural background. The timing is probably bad; the participants were busy taking language classes and were therefore focused on language training. Secondly, they were too occupied by the programme to have time left for other activities. What is noteworthy is that people who had worked with a coach nonetheless found this a valuable experience, thanks to coach's help with the language and with how to find one's way in official institutions, as well as practical help.

The widespread opinion that the reception courses are very useful and promote the social integration of migrants is confirmed, in the case of **Barcelona**, by a study (Samper and Moreno 2008) analysing the immigration trajectories and the subjective integration of third country nationals in the city. Integration has been studied from the economic, socio-cultural and subjective perspectives using different indicators from surveys conducted in three consecutive years (2005-2007). The results display an increase in the social networks when the domain of the language is high. This is especially true for people who speak Catalan correctly and at a basic level and who normally can speak Spanish already. This also might explain why the regional and local governments are so interested in promoting the learning of Catalan. In contrast, people who speak only Spanish or don't speak it, socialise mainly with people from the country of origin and very little with the host society. The level of education affects the understanding of Catalan, but apparently not the use of it. However, in general terms, the higher the level of education is, more likely is to build relationships with local people. Nationality also has an influence in the establishment of social networks: whilst the Peruvians, Ecuadorians and Colombians tend to socialise more with autochthons, the Chinese and Pakistani less so. And finally, those living in districts of residence that have a higher percentage of migrant people are the ones who show less relationships with the host society.

On the other hand, the awareness of symbolic elements of the city is generally low, although it increases according to the duration of residence in the host country, the domain of Catalan, qualifications and nationality. The duration of residence seems to be an important element as far as subjective integration (feeling of belonging in the city) is concerned: people who have lived in the city for more than 10 years feel much more from Barcelona than those who have lived there less than 5 years; but this feeling is also related to the degree of satisfaction about one's personal circumstances: the more welcome migrants feel, the more identified they are with the host society.

The main conclusion of the study is that relationship with the local population, learning of the language and labour opportunities are three interconnected elements and the

level of education seems to be the best factor to enter this circle which benefits simultaneously the economic, social and intercultural integration of foreign people.

After a running period of six months the “Start **Vienna**” program was evaluated by the external company “Triconsult”. The majority of survey participants were satisfied with the services provided by the city of Vienna. Immigrants perceived the program as very useful for their start in Vienna and as an important orientation guide. In 2010, the MA 17 presented the *Viennese Integration and Diversity Monitor* (Wiener Integrations- und Diversitätsmonitor) which should give an insight into the city’s administration progress in implementing an integration-oriented diversity policy. In addition, it evaluates what has been achieved by the city of Vienna and which future development needs exist. For the integration monitor 75 indicators were defined in order to measure the degree of equality of migrant groups and the host society, as well as convergence processes and access to and share of social positions, goods and services. In 2009, 2,867 third-country nationals (82%) received the Viennese education booklet and attended a start coaching respectively. From April to December 2009, 675 migrants (401 women and 273 men) attended a second level start coaching. Between 2008 and 2009, more than 2800 migrants took advantage of the Start Accompaniment service, mostly from Chechnya and Afghanistan.

IV.2 Evaluation in terms of programmes’ effectiveness

IV.2.1 Problems related to participation

In the **UK** the pattern for ESOL provision has been classes within the mainstream provision, (i) within schools for the under 16s (ii) at further education colleges for over 16s. A core curriculum for ESOL was introduced in 2001 and ESOL for work in 2007 as well as a language with civic content pathway aimed primarily at those who have to take the Life in the UK test as a prerequisite to acquiring British citizenship. This led to a significant increase in demand. Changes to legislation from 2007 have reduced the entitlement to free ESOL classes as a response to raising costs to respond to the rising demand. This shift has also confirmed the changing balance of migrant rights against their responsibility and to discourage language learning tourism. These restrictions create bureaucratic hurdles for providers who have to police their clients’ entitlements more carefully. As the COMPAS report makes clear there is clear evidence that these restrictions are likely to have a negative impact of integration of women, low paid workers and part-time workers (who are predominantly women). Despite the lack of data, the limited access to ESOL courses is confirmed by long waiting lists especially in London. The EIF has channelled additional support to newly arrived TCNs who are otherwise not entitled, including innovative schemes aimed at newly arrived female marriage migrants who are identified as particularly excluded (see +LLU). However these funds are relatively small and individual projects. The demand for English courses for non-English speakers is high and these needs are often unmet, as is the case for instance in Enfield. Evidence from London Borough of Islington shows that parents of refugee children have unmet language acquisition needs, which impacts on their ability to support their children’s learning (Gidley and Jayaweera, 2010).

There are a lot of drop outs in the general SFI classes in **Malmö**, partially due to the eternal right to study SFI as long as the person has not reached the D level; on the

contrary, the SFI classes that combine language with a vocational education display the best results: 80-90 % participants reach the double goal to finish the course and to start employment. There is discontent, caused by the pressures put on the SFI courses students: i.e., the ones who benefit by an introduction allowance face tougher rules as far as attendance is concerned; furthermore, they are treated in a way which by someone is perceived as patronizing, as the municipal officer in charge of their introduction plan wishes to follow-up on the student's progress together with the person in charge at SFI.

Moving from the courses in language and civic education to the introduction program as a whole, it has to be said that roughly half of all immigrants in Malmö never participate in the introduction programme; therefore little is known about them. In spite of that, however, there is no formal plan intended to increase participation. A difficult access to information on the right to introduction allowance is pointed out, but there is no plan as well to expand information. While refugees and people with other protection status get the information through the Migration Board, there is no institution / authority with the charge of informing the other categories of immigrants. It has been noted by an interviewee that the introduction programme is a period of transition when immigrants are treated differently and "taken care of"; furthermore the impact of the official introduction courses are marginal and differentiated depending on gender. Men are those who seem to benefit more from them: the centres activities are slightly more tailored to them, with the result that men participate in concrete activities. Hence the need to encourage both women and men to look for work that might not fall into their traditional choice of work.

Opinions (expressed by interview partners) regarding the impact of integration agreements in **Zurich** are twofold. On one side, the opportunity that the agreements are offering – enrolment and attending a course – is seen as a positive outcome. On the other side, the criteria according to which the selection of the participants is being made raise questions regarding fairness and non-discrimination.

IV.2.2 Need for more flexibility in courses offer and content

In the **UK** one of the problems relating to the need for more flexibility in courses offer and content has to do with the fact that in 2007 ESOL test was linked in law with citizenship and immigration policy and ESOL teachers found themselves policing people's citizenship applications. This raised the stake of the course "where passing this English test could mean the difference between staying or not staying, which is a denial of the original purpose of the test-which was to measure someone's level of attainment in English language". Moreover, "students are so fixated on gaining citizenship that the learning process is lost". According to James Simpson (2010) there is not much attempt to untangle the provision for appropriate opportunities to learn, on one hand, and testing on the other. As Simpson noted: "You clearly you don't learn English by taking English tests, but this is not something which is part of the discussion. Testing and learning are different processes [...]". Thorny issues such as language acquisition, learning, literacy and so on are ignored by the debate and obscured by the idea that migrants have to learn English, as it is part of the contract people enter into when they come to the UK. Simpson also offers a critical insight on the problem of circularity of the ESOL policy to do with the ways in which the policy itself creates the very category that

it aims to target. “Hard to reach groups are hard to reach because they are no longer entitled to the classes. They have been rendered hard to reach by policies which have been put in place. It so not people who are hard to reach, but provision and classes [...]”. Ideally, ESOL should be combined with community development that addresses the needs of migrants. Given the diversity of migrants with different ages, education levels and existing English language skills, a more targeted form of pedagogy would be desirable for different forms of migrants, in more formal or informal settings. However there is insufficient evidence in the public domain about the quality of ESOL provision being accessed by migrants, little or no monitoring of progression routes of those completing ESOL courses and too little evidence on quality of provision (Gidley and Jayaweera, 2010). As a matter of fact, the recent austerity cuts brought forward by the current Con-Dem government have further restricted the provision of ESOL.

In **Stuttgart** it is urged that the federal integration courses cannot fully ensure that the participants are enabled to deal with the situations of everyday life. This depends partly on integration courses being too short to have substantial or sustainable effects, partly on their focusing primarily on grammar and so neglecting to deal with more real-life issues; moreover measures such as excursions, which could be of help in applying the newly learned German language, are not provided.

Discontent is as well caused by the very rigid way courses are carried out in, due to the statutory provisions of the tests which has to be passed in the end: that means that courses (especially the orientation one) are intended to prepare for the test. Moreover, the language used in the orientation test is often considered too difficult for most of the participants, with the result that many participants only memorise the answers with the corresponding questions. In other words, this German civic education model mainly focuses on formal knowledge about history, law and culture and largely fails to help participants to settle in society.

In addition, there is the risk that some participants, under the impression that their stay in Germany is conditional upon passing the test, feel pressed and that may hamper their ability to study (hence the suggestion that voluntary participation should replace compulsory participation: it would foster the motivations to participate). Some of the participants, for example those who are not used to studying and with a lower level of education, older migrant women or illiterate migrants, are not able to keep up with the course. Not to mention the migrant groups who are not covered by the integration courses, for example, older migrants, mothers with small children (hence the local courses “Mum learns German”) and older women. New regulations which were recently (e.g. in 2010) introduced by the Federal Office for Migration and Refugees have made it more difficult to ensure that every course can be provided (particularly courses that rely on specific target-groups, as a minimum of 15 participants forming a homogeneous learning group is required), which results in a more difficult and longer admission procedure for the participants; another criticism is that social integration would be better ensured if the course were part-time and provided over a longer period of time.

Whereas harmonised regulations on the national level are appreciated, there is moreover a demand for leeway so to enable local providers to respond to individual participant’s needs.

In **Pardubice** the will to ensure a more flexible offer seems to have caused a paradoxical outcome: the time schedule of the courses is being adjusted to go down well with the time regime of migrants, but the adjustment is sometimes exaggerated: the

lecturers teach almost in extraordinary hours, i.e. early in the morning or during the weekends.

The services provided in **Barcelona** by SAIER (a public service provider which includes an extensive network of associations) are insufficient, as they are always over-extended. These should be better supported and more decentralised in order to reach more people, accordingly to the model of network. The existing public offices (e.g. of social services) could be used to conduct more reception sessions and more training to those actors working on the field (such as social workers, librarians or officers) should be provided. Another problem is that language courses are required for those illegal migrants applying for a social rooting, but not for the family migrants who have a legal status and represent the largest group of migrants in Spain. Clearly the levels of requirement should depend on the context of every migrant. In order to improve the courses, a shared opinion is that both developing a proper system of evaluation (nevertheless complicated by being the teachers mostly voluntaries and the students who attend from the beginning to the end very few) and increasing the resources at disposal (i.e. more professionals, more material, more spaces or more structures, so to ensure more continuity in students' attendance) would be of help. Another useful instrument would be to promote the participation of migrants outside the class, as this would contribute in the social cohesion.

In **Aosta** it has been pointed out the need for a gender oriented policy in order to tend to specific women's needs.

Finally, the need for more courses in general is highlighted in **Geneva**.

IV.2.3 Problems related to costs / funds

In the UK, value for money in the ESOL sector and its improvement is a key migrant integration strategy for **London**. There is a debate on how much employers should contribute to these costs. If employers fail to support English language they would be externalising the costs of employing migrant workers to local services in their area. There is evidence that employers' buy-in has not been secured, especially for the lowest paid, more vulnerable workers. Lack of evidence around quality of ESOL provision (and hence the value for money of the investment made in it) point to the need for a review of this. On the other hand, existing evidence points to some priorities, such as the greater integration of vocationally -orientated and community and civic oriented provision. Business and employers need to engage more closely in the ESOL field.

The (few) criticisms addressed to the **Älmhult** integration policy are related to costs. The costs of SFI in Älmhult are indeed very high: 71.000 SEK (8.120 euro approximately) per year per student, that is, almost the double compared to the Sweden-wide average cost of 39.000 SEK; with the economic down-turn in 2008/09, this high expense has been questioned and the municipality has cut the budget for the introduction programme.

The federal courses' budget in **Stuttgart** is considered by many course providers to be too small (especially for courses addressed to youngsters as well as to illiterates), affecting teachers' wages and the courses quality.

In **Innsbruck** NGO representatives complain the lack of synergies between established local knowledge and federal funding structures. Generally, the tense financial situation is considered a major barrier to develop sustainable and comprehensive integration policies by all actors.

Until now, associations in **Barcelona** have received financial support from the City Hall to develop their activities of reception. With the change of competences, the associations may see their funding reduced. As a result, the lack of economic resources might have repercussions on a low degree of application of the Introduction Law.

In **Aosta** it is complained that CTP (Centro Territoriale Permanente) part of the National Education System, is the only actor who can insure the continuity of integration/introduction courses, while the other ones are depending on the available funds. Until now the regional government has acted as a mediator between the FSE (European Social Fund) and MLPS (Ministry of Labour and Social Policy) funds on one side and the actors providing such courses on the other side, also insuring financial aid when these funds are not available; this approach nonetheless does not permit a long term strategy. In order to be entitled to the project grants the different actors have to present each year an innovative project, but sometimes it would be more useful to implement the same project for at least two or three years time in order to carefully evaluate the positive effects of it and the aspects which need to be changed as well.

IV.2.4 Problems due to the Impact of the economic crisis

From 2011, migrants living and working in the **UK** will be responsible for the costs of their own language education, despite their contribution to the national economy. With language courses out of reach for many migrants, it will be all the more difficult for them to escape the traps of poverty and low-waged work and obtain permanent residence and citizenship. From September 2011, the government plans to cut ESOL funding whilst imposing restrictions on eligibility for public funding, including full fee remission, for ESOL classes. A number of specific changes are planned. These include:

- Limiting public funding to people from 'settled communities';
- Limiting full fee remission to people claiming Job Seekers' Allowance (JSA) or the new Employment Support Allowance (ESA);
- Removing full fee remission from people on a range of other benefits, including Working Tax Credits, Housing Benefit, Income Support, Council Tax and Pension Credits;
- Reducing the 'programme weighting factor'(PWF) from 1.2 to 1;
- Ending funding for ESOL in the workplace.

The above changes will impact both already settled migrants and newcomers and, amongst ESOL practitioners there is grave concern over the likely impact of these changes. Whilst 'settled communities' is not defined in the strategy documents, the implication is that people seeking asylum or so-called 'failed' asylum seekers who have signed up for Section 4 support will be excluded from any kind of publicly funded language education. On the other hand, the position of migrant workers or the spouses of people temporarily settled in the UK remains unclear. Cuts in core funding and the PWF are likely to result in rising charges for language classes. The restriction of full fee remission to those on JSA and ESA will mean low-waged workers and others not in

work being expected to contribute to increased fees. As a result, many students who were previously entitled to fee remission will be effectively priced out of language education. IRR (Institute for Race Relations) reports that there is rising concern that these changes are being introduced with no evidence of prior consultation, and without any assessment of their impact on people from migrant communities. It is widely acknowledged that English language proficiency is crucial to participation in the labour market, for accessing services, and to functioning independently in everyday life. In consequence, the effects of cutting language provision will be widely felt. Early local impact assessments indicate cuts in core provision of up to 50 percent. Moreover, the cuts threaten to reverse ten years of investment and curriculum and professional development in ESOL. These developments include the introduction of the national Adult ESOL Curriculum, specialist qualifications for ESOL teachers, and a growing body of practice-based ESOL research. As ESOL has been brought into the mainstream of post-16 provision, the result has been an increase in the numbers of people accessing ESOL classes and gaining recognised qualifications, as well as improvements in the quality of teaching and learning.

The speed of introducing new regulation means that not only poor and unaccredited centres will be hit, but also good ones; ESOL learners will be disappointed and the impact on Citizenship or ILR applicants is still to be seen. The provision of ESOL funding trajectory, its shortcomings, its recent curtailing and specific targeting of certain groups widely reflect integration related policies at both national and local level. These are part of a wider set of social reforms affecting the degree of power centralization in the UK, its devolution to local communities and the ways in which the argument of community cohesion is paradoxically used by policy makers to create new exclusions and to undermine integration through curtailing ESOL provision.

The integration courses under the new law (WI) started in **Enschede** in 2008; in the very same year the economic crisis broke out, with dramatic repercussions on the opportunities to find work: while in 2008 17 people found a job after having passed the exam, in 2009 there were only 5 people and in 2010 the score was 0. The other 1000 people followed the UHE (Upbringing, Health and Education) trajectory.

The distinguishing feature of the system of integration courses in **Aosta** is sustainability. The economic crisis could affect negatively in the long term this approach, as a consequence of a change in the composition of the local immigrant population. Before the economic crisis, the latter displayed a stable living conditions and therefore showed a long strategy attitude; nowadays some immigrants who have lost their job have already left the city. The labour market is expected not to stop attracting immigrant workers, but probably appealing to people who do not wish to spend their resources, both material and cultural, within the local context.

IV.3 Evaluation in terms of integration and social cohesion

IV.3.1 Problems related to labour market

According to local actors in **Innsbruck** the compulsory nature of the Integration Agreement as well as its narrow focus only on certain categories of third country nationals is considered contradictory and not sustainable. In the National Action Plan on Integration the federal government emphasizes the importance of securing one's

livelihood by own means, yet, at the same time the aliens law restricts access to the labour market for family migrants, asylum seekers and students for example.

IV.3.2 Need for a more multidimensional approach to integration

Overall taken, the picture on the integration work in **Malmö** is more positive than negative. Nevertheless there are complains about authorities' and sometimes popular opinion's expectations that introduction programme should be aimed at producing "new Swedes". Malmö's introduction program is working well in some areas, e.g. the labour market and education, but is insufficient when it comes to crucial fields such as democracy and participation in society. The concept of "sustainable integration" has been introduced in Sweden not more than 2-3 years ago; in order to achieve it, the policy options that are seen as most efficient are specific measures for various groups aiming at integrating them into the regular labour market within a reasonable time. Nevertheless, municipality's focus is on social sustainability rather than on sustainable integration: what is emphasized is the development of different neighbourhoods and public health.

It is widely agreed in **Stuttgart** that the federal integration courses can reach the expected results only if complemented by other support measures for migrants, for instance, conversation courses or advice and support offers improving integration (e.g. job or vocational training mediation, closer cooperation between parents and schools). Furthermore, it is acknowledged that the language proficiency reached in the federal integration courses is generally not sufficient to provide better chances in the job market and in social life; let aside that the impact of the integration courses on the migrants' integration trajectories depends on other factors: individual circumstances, preconditions and motivations of the participant; environmental factors (for example, the local job market).

If the language courses are considered important in general in **Pardubice**, they prove to be crucial tools mainly for migrants from Vietnam, China and Mongolia. Beside the knowledge of the language, the achievement of an increased independence is of great significance, especially when one thinks at migrants' strong dependency on agents, who provide permissions to stay and to work. For migrants planning to stay in the Czech republic for a long period, the courses are a way to get rid of agents. Also the non-linguistic impact of the language courses is appreciated: the immigrants get in touch with people they otherwise wouldn't meet and visit places (public offices and services) they would miss otherwise. The experience in the implementation of the courses (started in the mid-2000) is too short for assessing their impact on the whole society and its integration and cohesion. Nevertheless it is acknowledged that in order to achieve integration society cannot rely only on language courses; further measures are needed, such as counselling and help in case of need. On the side of the host society, activities such as integration courses, PR activities or multicultural events should be intended to show the migrants in a positive way besides negative stereotypes.

IV.3.3 Need for a more bilateral approach to integration

Whether integration courses have an impact on the host society's overall level of social cohesion or not is a controversial issue in **Stuttgart**. But there is no doubt that thanks to them migrants both get in touch with representatives of the host society and can make friends with other course participants, a result that can encourage tolerance between the different groups living in the host country.

The perceived, and partly also measurable, impact of integration policies on immigrant integration was assessed in **Innsbruck** to be contradictory. Increasing admission criteria would put more and more pressure on immigrants to comply with these criteria, and impair their participation in society as well as their identification with Austria as their host country. These effects of federal policies were specifically observed by organisations offering assistance and information to migrants. Generally, the interviewees identified a lack of measures targeting the majority population. However, the impact of general policies and discourses about migration and integration on the general atmosphere in the country was considered negative by all interviewees. Migrants and integration would predominantly be associated with negative headlines.

In **Barcelona** it is pointed that more work would be needed on the part of the host society, as integration must be understood as a bidirectional process. That means also that the positive side of integration needs to be more visible, through more information campaigns targeted at the host society.

The effects or results which voluntary integration courses in **Turin** are supposed to produce have never been evaluated on a global scale, but the perceived impact of these courses is a very positive one. A point that has been often underlined is that the courses are very useful in order to facilitate the migrants' integration within both the labour market and the local context. What seems to come out as the most important outcome however is not what they learn in terms of language, but the social networks established thanks to these courses, both directly and indirectly. However, the impact of the integration/introduction courses offered at a local level on the host society overall level of social cohesion seems to be appreciable but not yet a satisfactory one. Many stakeholders underline the necessity to involve also Italians in a wider project of integration. The lack of knowledge about the migration process together with the deterioration of the economic situation of the lower strata of the host community, are pointed out as the main sources of social conflict. Another point to pay attention to is that some immigrants come from countries where there is a mono-cultural society; these immigrants often discover for the very first time the existence and the confrontation of different ways of living and of thinking during the courses. For Muslim women for instance the possibility to enrol in a school often implies a real challenge; once they can enrol, nevertheless, they display a very pro-active attitude and a great desire to learn. The will of different kind of immigrants to enrol in integration/introduction courses is also a powerful symbol of their will to integrate the host society.

The impact of integration/introduction courses offered at a local level on the host society overall level of social cohesion is regarded positively in **Aosta**. Nevertheless, there is a widespread awareness that much more has to be done in order to achieve positive effects of integration courses on the host community: the latter should be involved in the process of integration; otherwise most Italian people would keep considering immigrant communities mainly through stereotypes.

V Summary and Conclusions

In this study on the implementation of the integration-admission nexus, we have considered three levels of analysis:

1. the relationship between the national/federal and the local framing of the integration issue;
2. the offer of introduction courses, either in the context of national introduction programmes or of local integration policies;
3. the impact of local introduction measures, with a particular attention for eventual evaluation studies carried out at a local level in the considered cities.

As for the analysis of the relationship between the national/federal/cantonal and the local integration frame, a general consistency between the two can be pointed out. However, in most cases the local level seems to have succeeded in developing a partially autonomous understanding of integration, which takes into account the need for both a more flexible approach – due to the local socio-economic and demographic peculiarities – and for social cohesion. Hence, a distinction can be introduced among:

- Cities (Älmhult, Malmö, Enschede, Barcelona, Zurich, Stuttgart, Pardubice) whose integration policy, on the whole, reflects their respective national integration frame, but nevertheless partly depart from it due to one or more of the following reasons: a more inclusive approach in terms of targeted groups, which are not limited to those covered by national integration programmes (Malmö, Vienna, Innsbruck, Stuttgart, Pardubice, Zurich); the dimensions covered by integration policy, i.e. not only language (Älmhult, Vienna, Innsbruck); a stronger emphasis on interculturalism/diversity (Vienna, Barcelona, Enschede).
- Cities (London, Geneva, Turin and Aosta) that substantially diverge from their respective national frame, because of either having developed an autonomous definition of integration and a specific local approach (London and Geneva), or of the strong critical stance assumed towards the national security-oriented policy (Turin and Aosta).
- Among the cities considered, Stuttgart in Germany, Vienna and Innsbruck in Austria, Älmhult and Malmö in Sweden, and Enschede in The Netherlands implement national or federal integration programmes. Table 1 summarises the main characterising features of existing national and federal courses implemented in these cities. A case apart is represented by Switzerland, where only the city of Zurich is involved in the implementation of a cantonal integration programme, but Geneva has not such a policy.

Table 1: Courses undertaken at a local level in the context of national / federal / cantonal integration programmes

CITY	TARGET	CONTENT	FUNDS	FEE	CERTIFICATE
Älmhult	Refugees, persons with protection status and their family members who arrive within two years	Language, civic education and labour market-oriented activities	Both national and local	Free of charge	SFI - Swedish for immigrants (no legal value)
Malmö	Refugees, persons with protection status and their family members who arrive within two years	Language, civic education and labour market-oriented activities	Both national and local	Free of charge	SFI - Swedish for immigrants (no legal value)
Vienna	TCN newcomers	Language, civic education and labour market-oriented activities	National	Fee-paying	Yes (Precondition for issuance or extension of residence permit)
Innsbruck	TCN newcomers	Language, civic education and labour market-oriented activities	National	Fee-paying (partly reimbursed after successful and timely completion of the Integration Agreement)	Yes (Precondition for issuance or extension of residence permit)
Stuttgart	TCN newcomers	Language and civic education	Federal	Fee-paying	Integration Course Certificate as a precondition for permanent residence permit
Enschede	Oldcomers and newcomers obliged to take a civic integration test	Language, civic education and labour market-oriented activities	Both national and local	Fee-paying (but refundable to those passing the exam within the trajectory period of three years)	Precondition for permanent residence permit
Zurich	EU/EFTA countries	Language	Cantonal	Fee-paying	No

	nationals and TCN, both oldcomers and newcomers				
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At the same time, all the 13 cities considered also deploy a local offer of integration courses, usually composed of both modules of language and national culture, and often oriented at supporting immigrants access to the labour market. Table 2 summarises the main characteristics of the local system of integration courses.

Table 2

CITY	TARGET	IMPLEMENTING ACTORS	CONTENT	FUNDS	FEE	CERTIFICATE
Älmhult	Companies' employees and their families	Private company and municipality	Language and Swedish culture	Private	Free of charge	No
Malmö	Groups with special needs	Municipality and voluntary associations	Language courses, in addition to the official SFI program	Municipal	Free of charge	SFI - Swedish for immigrants (no legal value)
Vienna	Women and children, asylum seekers	Municipality and NGOs	Municipality: Individual start coaching (language, culture and civic education); NGOs: language, labour market counselling	Municipal	Start-coaching: free of charge and including vouchers for German integration courses offered by certificated course providers	No
Innsbruck	Migrants exempted from the national Integration Plan and not eligible for funding under an employment-related program; women and children	Federal State and NGOs	Federal State: language; NGOs: language, society, labour market-related counseling, services and support	Federal and municipal	Federal courses: fee-paying (partly reimbursed)	No

Stuttgart	Newly arrived migrants as well as established immigrants, with regard to their individual needs; women, children	Municipality and NGOs	Municipality: Community projects, conversation courses, low level German classes; NGOs: services	Municipal	Mum learns German: fee-paying	No
Enschede	New- and old-comers in general, with a special focus on certain groups (parents, children, illiterate citizens)	Municipality	Language coach and supplementary courses to the national programmes	Municipal	Fee-paying but refunded after the exam	Yes
Zurich	Mainly children and young people	Both public and private actors	Language and integration	Both cantonal and civil society's organizations' (social partners, NGOs, etc.)	Some free of charge, some fee-paying	No
Aosta	Public courses: all legal migrants; NGO'S: usually both legal and illegal; women	Both National Educational Authority (CTP), voluntary associations and private formative agencies	Language and civic education	Both private, and public (national and UE)	Fee-paying (50%) final exam; sometimes contribution for buying the teaching book	CTP: legally recognized
Torino	Public courses: all legal migrants; NGO'S: usually both legal and illegal; women	Both National Educational Authority (CTP) and voluntary associations	Language and civic education	Both public and private	NGOs' courses: usually free (but sometimes with a registration fee); public language courses free of charge; labour market activities: fee-	CTP: legally recognized

					paying	
Geneva	All migrants, and particularly special groups (women, children, refugees)	NGOs	Language	Mix of public and private	Mostly fee-paying	Recognised certificate
Barcelona	Open to everyone; targeting particularly families, labour migrants and illegal migrants	Local authorities, adult education agency, NGOS	Language and civic education	UE, national and regional	Fee-paying teaching book	Legal value (2010-)
London	“Hard to reach” groups and asylum seekers	NGOs	language, training, workshops and forums	UE, national and NGOs	Generally free, with the exception of the changing national legislation for accredited ESOL tests; some categories exempted	Depending on the provider
Pardubice	Migrants applying for permanent residence (but in fact all the migrants are covered)	Municipality and NGOs	language and integration	Both national and UE	Free of charge	Certificate with no legal value

As it is pointed out, especially as far as target groups are concerned, courses offered at city level by Municipalities, other public institutions and/or voluntary integration initiatives, are usually more inclusive than courses undertaken by local authorities in the context of national integration programmes. Whereas third country nationals are the main target of the latter, the local offer is usually open to EU citizens as well and eventually, in some cases such as Turin and Barcelona, also irregular immigrants. Moreover, local courses appear to be more inclusive also in terms of the different needs they take into account: women with young children and asylum seekers are usually the targets of specifically tailored courses.

As for impact, actually only few cities among those included in this research activity have promoted systematic studies aimed at evaluating existing courses. In these cities (London, Stuttgart, Enschede, Barcelona, Vienna), integration policies have been scrutinized by specialists (scholars/consulting agencies), but the commissioned studies

do not show any clear-cut conclusion about the impact of introduction courses on immigrants' integration trajectories. As regards the opinions and suggestions gathered through the interviews carried out with implementing actors and stakeholders in the context of the local reports, two kinds of considerations can be identified:

1. evaluations in terms of effectiveness, i.e. to what degree courses, in their current arrangement, are suitable to reach the desired goal (immigrants integration) and what should be done in order to improve their impact;
2. evaluations in terms of the impact on the host society as a whole, from the perspective of integration and social cohesion.

Two recurring issues come out in all case studies: 1) there is a huge unmet demand; only a more flexible and broader offer could fulfil immigrants' needs. 2) The necessity of a multidimensional approach is pointed out: effective policies should be aimed at influencing several dimensions of integration at the same time (language acquisition *and* access to labour market and education, participation in social life).

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