



ROUTES

THE WAY TO INTEGRATION



Immigrants Integration Policies

Road map to the governance

Experiences and good practices of the European regions



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Immigrants' integration policy between complexity and social creativity

1.1 Introduction¹

The migration flows are a complex phenomenon and so are the political and institutional decisions to be taken to resolve the problems therein.

For most of the countries involved in the migration flows, it seems that its complexity is not yet fully understood by those responsible for drawing up policies to promote the integration and protect the rights of immigrants: they have been caught "unprepared" to deal with a situation which has many facets, ranging from a new employment policy to population demographic and statistics provisions, from cross-cultural aspects to factors of a more strictly economic kind, from "security" and safety troubles and fears to shadow economies and crimes (prostitution, minors trafficking, etc.)

Sometimes the phenomenon is reduced to emergency issues only.

Some European countries move towards good standards in compliance with the European directives for the integration policies, others are more prudent and are looking to other more experienced countries for suggestions and best practices.

Veneto Region, partner of the present programme, is looking for an integrated approach to the problem and a co-operation networking with other regional governments and partners, to favour the transfer of every useful know how and the prevention of the errors.

According to an independent research carried out by the National Council for the Economy and Labour, the Veneto Region is the first in the list of the Italian regions implementing good policies aiming to immigrants' integration.

This positive result is due to the specific development model, its social capital and the networking between the public and private organizations.

Nevertheless, it is necessary to improve day by day all the measures to be adopted.

Our appreciation of the contributions we have received up to now from the institutions (public or private) of the other regions is great: we thank them sincerely and hope to continue to have a profitable exchanges with them also in the future.

The present draft report wants to communicate the first outcome of this programme: we are very grateful to all our partners and referents, for their availability, kindness and honesty. They have not hidden or kept aside all the heavy difficulties they have met or are meeting in the solution of this huge challenge.

¹ The main concept of this paragraph is retrieved from the welcome speech pronounced by Mr. Oscar De Bona, Regional Minister for the Migration Flows and Security Policy (Veneto Region), on the occasion of the Meeting in Brussels (25-26 October 2006), for the presentation of the European Benchmarking Programme on the immigrants' integration policies.

It is important for us to learn from their experience and also from their problems, drawing the attention to the long term strategy and the slowness of the processes of integration we are developing in order to achieve our aim.

The creation of a steady network with our European partners will be very useful for both our government and our local public and private institutions in the region: it will enable us to have a benchmark **for our Road Map towards a welcoming society**.

1.2 Why a benchmarking on the immigrants' integration policies ?

The benchmarking is one of the most used tools in the application of the Quality Systems (with or without certification).

It is a sort of "contractual" code stipulated with oneself and between the parties involved, with their contributions, on the basis of which the partners commit themselves to actions, methods and projects of the best quality available, in accordance with the strategy established by the European programmes.

It is an instrument, a reference point to assess the **coherence, pertinence, and effectiveness** of the choices and actions that each partner accomplishes in its own territory and to be used by the private and public parties involved.

The objectives to be achieved are basically two:

- To adopt one's own governance style by mean of looking for good practices and measures already tested in the other European regions, so that solutions can be applied, critical points avoided, errors prevented
- To spread the responsibility at all levels, public and private, and to create networks and reference points as a guarantee of open and welcoming society.

1.3 The target groups of the research

The research is offered as a guide and reference point for all the subjects who, being involved in the immigrants' integration strategies, are partly responsible for their success.

In particular, it is addressed to the local institutions, especially municipalities and districts or provinces, as these are mostly responsible for the good management of many of the key elements of the integration as well as for the definition of some guidelines which serve as stimulus and/or as a reference point for the actions and choices of the private sector, especially to ensure the ethic of responsibility, to avoid or control the negative reactions or the crude exploitation without any long term vision.

Besides the government institutions, both national and regional, local authorities, the representatives of social and economic sectors, deserve and need to be mentioned as well as the representatives of the Third Sector or System (especially those devoted to the daily activities of welcoming, hospitality, assistance, advising, housing etc.).

1.4 Conceptual framework and the philosophy of the integration policies

In order to have clear ideas and conceptual bases, is not always a premise for a good practice, but it is even more certain that bad ideas or wrong cultural settings (e.g. affected by stereotypes and prejudices) lead towards unfit actions and policies.

The first step we have tried to do is cleaning as well as possible our conceptual framework concerning the immigration flows and the multi-facet integration system.

1.4.1 The paradoxes

1.4.1.1 Migration flows between development and decline

The paradoxical aspect is: the more the flows increase, the more we see the signals of demographic and economic decline of several European countries.

On one side, we need them, on the other we are in trouble for our decline.

For example, the "Latinos" are today in the USA 20% of the population, but they have 50% of the children and support most part of some economic sectors, especially in the agriculture and services for the persons and families.

We are in a typical paradoxical syndrome: we would like to have the benefits of their presence, and at the same time to avoid that they achieve so much relevance in our society (demographic and economic). In psychology this could imply the raise of the so-called "counter-dependence" reactions and hostility².

1.4.1.2 Migration flows and their relation with the globalization trade exchanges

The paradoxical aspect is the following: the migration flows are the effects of the global trade exchanges we are carrying out in the relation between the "developed" and underdeveloped countries, especially after the failure of the Development round or Doha round of WTO.

The reports, provided by economists like Stiglitz, Amartya Sen, Dahrendorf and others, state clearly that the relation between the increasing of the flows and the unbalanced commercial exchanges between the world areas, is the main reason of the phenomenon. We complain about the irreducible flows of immigrants and at the same time we continue to adopt commercial policies which cause the phenomenon we refuse.

According to studies about the relation between the income of the immigrants in their countries in comparison with the income in the destination countries (with the criterion of the Purchasing Parity Power), the migration flows stop when the relation is 1: 5 (or max.1:4).

² "Counterdependence is a reaction formation. The counterdependent dreads his own weaknesses. He seeks to overcome them by projecting an image of omnipotence, omniscience, success, self-sufficiency, and superiority...A lack of empathy, and overweening haughtiness usually hide gnawing insecurity and a fluctuating sense of self-worth"

1.4.1.3 Nomadism of the rights and instability

The wish of many people who generate the migration flows is finding a social frame where they have the possibility to enjoy the basic human rights. The paradox is: this expectation could cause the instability of the societies where migrants are looking for stability of their rights.

Nevertheless, the force of the aspiration to live in a social context where the dignity and the capabilities are acknowledged is irreducible in the human soul.

To migrate is not a "joke", says Dahrendorf. Anyone should escape from the social and economic conditions of certain countries !

1.4.1.4 Migration is temporary or permanent?

The paradox is following: the migration flows have been perceived as temporary by many governments (less by the residents) of the states or nations, but at the same time it was perfectly clear that it was not at all temporary. This "wishful thinking" was a harmful expedient, to face the integration policies as late as possible, like a lazy housewife who hides the dust under a carpet.

1.4.1.5 Does a shared wealth necessarily mean to become poorer ?

The paradox is the following: we believe that to share our wealth with others necessarily means to become poorer.

Therefore the access of the poor countries to the wealth of the richest ones, is sometimes perceived as a threat for the level of their standard of well-being and prosperity. It is false and not necessarily correlative : the reasons of an impoverishment (if it actually happens) are others. On the contrary, the increasing of wealth of the poorest countries permits a "general and global" increasing of the wealth in the world (e.g. the Marshall Plan after the second world war in Europe did not cause less wealth in the United States in spite of the increasing of the wealth in the European countries).

The paradox is the following: believing that to share our wealth with the "others" causes a lower wealth of our countries, generates a self-accomplishing prophecy, because it doesn't permit to the market flows and exchanges to be so profitable and fluent that our produces can be sold. Normally the real threats to the level of our wealth don't come from the poorest people, but from the richest ones, especially from the biggest corporations and their frequent lack of ethic behaviours and corporate social responsibility.

1.4.1.6 The values tables between stated and latent goals

We want that the values and principles tables, which form the base of our institutions and societies, be respected, but at the same time we see that many of us behave exactly in the opposite way.

This lack of coherence is perceived by the immigrants and causes a burn out of the dependability and accountability of the rules they are required to follow.

This could move a better survey on the respect of the values and rules by us before claiming it on the immigrants.

1.4.1.7 The risk of the social capital

Our societies are normally proud for the close relation between the quality of the social capital and the quality of the economic development: interactions based on trust form the pillar of every sound society.

The migration flows are a proving test for the consistency of the social capital of our societies.

Promising them "citizenship in exchange for democracy" is trustworthy if our societies have a good social capital to offer.

1.4.1.8 Ethic conformity versus ethnic discrimination

Another impressive paradox is how our societies use discrimination to preserve themselves from dissolution. Many people presume that the criteria to ensure such preservation are connected with ethnic discrimination or the nationality differences or other similar features. In a sane society the only conformity criteria are founded on the same ethic and observable behaviours in accordance with the values table and legislation framework of the country, and special personal merits, nothing else.

1.4.2 Attitudes and dynamics to be considered

Another point to clarify in our preliminary analysis of the immigration integration policies, is the different and multi-facet attitudes and dynamics (psychosocial and anthropological) to be considered.

One of the most important requirements of a correct integration policy, is to know a good "vocabulary" of these multiform attitudes:

- *Refuse*: the offer of the integration policy can be refused. The result is the "separation";
- *Opportunism*: the offer of the integration policy is accepted "à la carte" like a menu;
- *Inclusion/exclusion*: the offer of the integration policy is an integrated part of the "inclusion" policy for all the people, citizens included;
- *Assimilation*: it is an adaptation of a social or ethnic group (usually a minority) to another. It includes the loss of the former identity;
- *Acculturation*: it is an adoption of another culture, keeping the one's own;
- *Integration*: it is a process through which the immigrants are accepted in a society as a "component" of the whole;
- *Alternance*: an individual is able to be a member of two different cultures through a *bicultural competence*;

- *Multiculturalism*: an individual is able to be a member of many cultures and develop a positive identity in each of them;
- *Fusion*, better known as *melting pot*.
- *Marginalization*: an individual has scarce interest for both his culture and the others.

The way national states treat immigrant cultures rarely falls neatly into one or another of the above approaches. The degree of difference with the host culture (i.e., "foreignness"), the number of immigrants, attitudes of the resident population, the type of government policies that are enacted and the effectiveness of those policies all make it difficult to generalize about the effects. Similarly with other subcultures within a society, attitudes of the mainstream population and communications between various cultural groups play a major role in determining outcomes. The study of cultures within a society is complex and research must take into account a myriad of variables.

According to this accurate proposal of attitudes, the integration policies should necessarily be addressed to the "person" not to the masses, because the attitudes are different within the same ethnic groups or similar in different ethnic groups. This is the reason why the more tested models like multiculturalism and assimilation failed.

The integration is a result of a "process"(generally slow and gradual): paving a way to the integration becomes possible only through the "**subjective**" key of the behaviours and attitudes above mentioned.

1.4.3 The awkward mythologies

A relevant part of the present report is devoted to the analysis of the mythologies which brake or block the integration path and an effective governance:

- ↳ *The myth of identity*
- ↳ *The myth of the contemporaneity*
- ↳ *Te myth of the elective affinities*

A philosophical and anthropological approach to these myths is exposed, following the cultural studies of eminent personalities like: Popper, Sen, Appiah, Todorov, Bauman, Giddens, etc., in order to draw the attention of the policy makers and the European citizens on the "real" condition of the human being as being unique.

In the "liquid post-modernity" it is impossible to establish an accountable concept of "identity", as well as an accountable concept of "contemporaneity". In the life of every man, we can remark a continuous change of the self and a steady movement of time in the perceptions and experiences. The elective affinities are also deceitful: the cross-cultural studies draw the attention to the empirical data concerning the paradox of major affinities between far east asian people (e.g. Philippines) and some Italian regions "values systems" than the affinities between Italian and some East-European people.

1.5 Diversity Management and cross-cultural governance researches

It is already known that the globalization phenomenon has embedded an actual homologation of the different cultural codes, under the pressure of the huge producers/retailers of the cultural goods, in more and more unlimited or boundless spaces, yet anonymous and without specific territorial references.

The strongest claim in such a context is not to divert or brake the irresistible process that the globalization is carrying out everywhere, but to catch the opportunities we can find in favour of the cultural diversities. The compression of the time/space distances offers the chance to feel closer each other, to be able to learn more easily a new language, to know traditions or listen to songs coming from one or another part of the world.

"It is my hypothesis that the fundamental source of conflict in this new world will not be primarily ideological or primarily economic. The great divisions among humankind and the dominating source of conflict will be cultural. Nation-states will remain the most powerful actors in world affairs, but the principal conflicts of global politics will occur between nations and groups of different civilizations. The clash of civilizations will dominate global politics. The fault lines between civilizations will be the battle lines of the future."

Samule P. Hiuntington

Multiculturalism is under attack. There is indeed heightened racial and communal tension in Europe. But is it multiculturalism's fault? There have always been enclaves of class, region and background struggling against established residents. All the evidence shows that societies that take in different cultures and communities benefit, in terms of wealth, creativity and even genes. Thanks to multiculturalism, Britain has become a much more open and dynamic society than it was.

It is true that many 'new' immigrants oppose Western ideals whilst benefiting from them. The real problem is that some want to re-make the societies they move into in their regressive image and what's worse, a significant minority of extremists actively want to destroy open and free societies and their citizens using violence. They have to be dealt with uncompromisingly. But that is no reason to throw the baby out with bathwater.

This is the reason why we suggest in our report (a fruit of a "benchmarking" action between different systems and cultures) that an effective approach to the governance and integration policies should imply the adoption ad adaptation of the diversity management and cross-cultural studies outcomes.

1.6 Hofstede's Framework for Assessing Culture

Hofstede³ has found five dimensions of culture in his study of national work related values:

Small vs. Large Power Distance - the extent to which the less powerful members of institutions and organizations expect and accept that power is distributed unequally. Small power distance (e.g. Austria,

³ Gerard Hendrik Hofstede (born 2 October 1928, Haarlem) is an influential Dutch writer on the interactions between national cultures and organizational cultures, and is an author of several books including *Culture's Consequences* (2nd, fully revised edition, 2001) and *Cultures and Organizations, Software of the Mind* (2nd, revised edition 2005, with his son Gert Jan Hofstede). Hofstede demonstrated that there are national and regional cultural groupings that affect the behaviour of societies and organizations, and that are very persistent across time.

Denmark) expect and accept power relations that are more consultative or democratic. People relate to one another more as equals regardless of formal positions. Subordinates are more comfortable with and demand the right to contribute to and critique the decision making of those in power. In large power distance countries (e.g. China) less powerful accept power relations that are more autocratic and paternalistic. Subordinates acknowledge the power of others simply based on where they are situated in certain formal, hierarchical positions. As such the Power Distance Index Hofstede defines does not reflect an objective difference in power distribution but rather the way people perceive power differences. In Europe, Power Distance tends to be lower in Northern countries and higher in Southern and Eastern parts. There seems to be an admittedly disputable correlation with predominant religions.

Individualism vs. collectivism - individualism is contrasted with collectivism, and refers to the extent to which people are expected to stand up for themselves and to choose their own affiliations, or alternatively act predominantly as a member of a life-long group or organisation. Latin American cultures rank among the lowest in this category, while the U.S.A. is one of the most individualistic cultures.

Masculinity vs. femininity - refers to the value placed on traditionally male or female values (as understood in most Western cultures). So called 'masculine' cultures value competitiveness, assertiveness, ambition, and the accumulation of wealth and material possessions, whereas feminine cultures place more value on relationships and quality of life. Japan is considered by Hofstede to be the most "masculine" culture, Sweden the most "feminine." Anglo cultures are moderately masculine. Because of the taboo on sexuality in many cultures, particularly masculine ones, and because of the obvious gender generalizations implied by the Hofstede's terminology, this dimension is often renamed by users of Hofstede's work, e.g. to *Quantity of Life vs. Quality of Life*. Another reading of the same dimension holds that in 'M' cultures, the differences between gender roles are more dramatic and less fluid than in 'F' cultures.

Uncertainty avoidance - reflects the extent to which members of a society attempt to cope with anxiety by minimizing uncertainty. Cultures that scored high in uncertainty avoidance prefer rules (e.g. about religion and food) and structured circumstances, and employees tend to remain longer with their present employer. Mediterranean cultures and Japan rank the highest in this category.

Long vs. short term orientation - describes a society's "time horizon," or the importance attached to the future versus the past and present. In long term oriented societies, pragmatism, thrift and perseverance are valued more; in short term oriented societies, normative statements, respect for tradition and reciprocation of gifts and favors are valued more. China and Japan and the Asian tigers score especially high here, with Western nations scoring rather low and many of the less developed nations very low; China scored highest and Pakistan lowest.

These cultural differences describe averages or tendencies and not characteristics of individuals. A Japanese person for example can have a very low 'uncertainty avoidance' compared to a Philippino, even though their 'national' cultures point strongly in a different direction. Consequently, a country's scores should not be interpreted as deterministic.

1.6.1 Application n.1

The Power Distance Index (PDI) is one of the five intercultural dimensions developed by Hofstede. In short this cultural dimension looks at how much a culture does or does not value hierarchical relationships and respect for authority.

Examples of cultures with high PDI scores include Arabic speaking countries, Russia, India and China. Those with low scores include Japan, Australia and Canada.

So how does this manifest in a culture or country?

In a high power distance cultures the following may be observed:

Those in authority openly demonstrate their rank.

Subordinates are not given important work and expect clear guidance from above.

Subordinates are expected to take the blame for things going wrong.

The relationship between boss and subordinate is rarely close/personal.

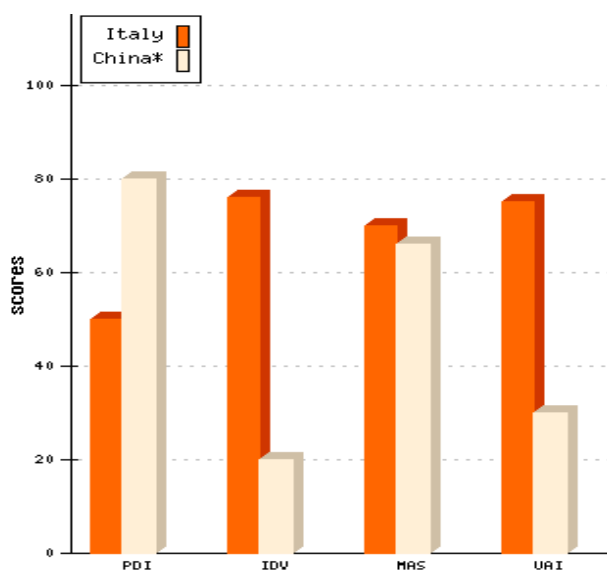
Politics is prone to totalitarianism.

Class divisions within society are accepted.

Fig.n.1: Comparison Italy-China

In a low power distance culture:

- Superiors treat subordinates with respect and do not pull rank.
- Subordinates are entrusted with important assignments.
- Blame is either shared or very often accepted by the superior due to it being their responsibility to manage.
- Managers may often socialise with subordinates.
- Liberal democracies are the norm.
- Societies lean more towards egalitarianism.



If you are working with or going to a country with a higher PDI than yours then:

- Give clear and explicit directions to those working with you. Deadlines should be highlighted and stressed.
- Do not expect subordinates to take initiative.
- Be more authoritarian in your management style. Relationships with staff may be more distant than you are used to.
- Show respect and deference to those

higher up the ladder. This is usually reflected through language, behaviour and protocol.

- Expect to encounter more bureaucracy in organizations and government agencies.

If you are working with or going to a country with a lower PDI than yours then:

- Don't expect to be treated with the usual respect or deference you may be used to.
- People will want to get to know you in an informal manner with little protocol or etiquette.
- Be more inclusive in your management or leadership style as being directive will be poorly interpreted.
- Involve others in decision-making.
- Do not base judgements of people on appearance, privileges or status symbols.

Individualism is one of the five intercultural dimensions developed by Hofstede. In short this cultural dimension looks at how much a culture emphasises the rights of the individual versus those of the group (whether it be family, tribe, company, etc).

Individualist cultures include the United States and much of Western Europe, where personal achievements are emphasised. Collectivist cultures, such as China, Korea, and Japan, emphasize the group such as the family and at work this manifests in a strong work group mentality.

So how does this manifest in a culture or country?

In a country that scores highly on the individualism scale the following traits are common:

- .A person's identity revolves around the "I"
- .Personal goals and achievement are strived for
- .It is acceptable to pursue individual goals at the expense of others
- .'Individualism' is encouraged whether it be personality, clothes or music tastes
- .The right of the individual reign supreme; thus laws to protect choices and freedom of speech

In a country that scores low on the individualism scale the following traits are common:

- ."We" is more important than "I"
- .Conformity is expected and perceived positively.
- .Individual's desires and aspirations should be curbed if necessary for the good of the group.
- .The rights of the family (or for the common good) are more important.
- .Rules provide stability, order, obedience.

If you are working or doing business in a country with a higher individualism score than yourself then:

Remember that you can't depend on the group for answers. As an individual you are expected to work on your own and use your initiative.

Prepare yourself for a business environment that may be less reliant on relationships and personal contacts.

Business and personal life may very well be kept separate.

Employees or subordinates will expect the chance to work on projects or solve issues independently. Being too intrusive into their work may be interpreted negatively.

It is not uncommon for people to try and stand out from the rest. This may be during meetings, presentations or even during group work.

Bear in mind that a certain amount of individual expression is tolerated, i.e. people's appearance, behaviour, etc.

If you are working or doing business in a country with a lower individualism score than yourself then:

Note that individuals will have a strong sense of responsibility for their family, which can mean they take precedence over business.

Remember that praise should always be directed to a team rather than individuals as otherwise this might cause people embarrassment. Reward teams not people.

Understand that promotions depend upon seniority and experience-not performance and achievement.

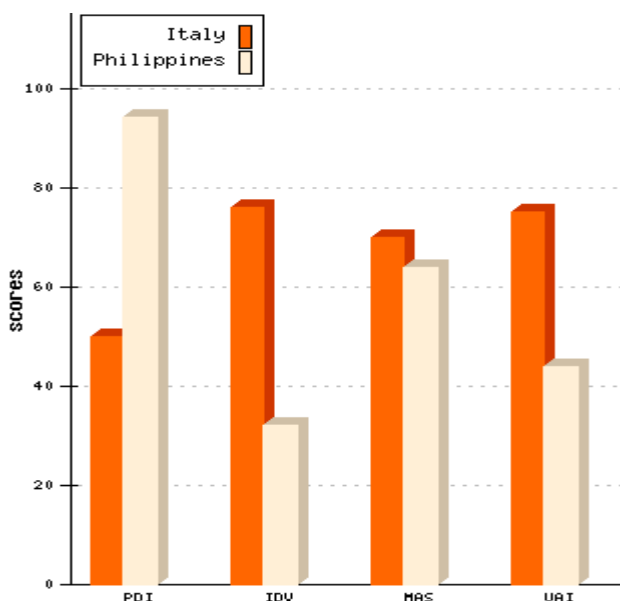
Decision-making may be a slow process, as many individuals across the hierarchy will need to be consulted.

Fig.n.2 – Comparison Italy-Philippines

Masculinity is one of the five intercultural dimensions developed by Hofstede. It is also one of the least understood as many people tend to associate it with masculinity literally. In essence it looks at the degree to which 'masculine' values like competitiveness and the acquisition of wealth are valued over 'feminine' values like relationship building and quality of life.

Hofstede never meant to describe how gender empowerment differs in a culture but rather uses the term 'masculinity' to capture certain propensities. If one looks at the cultures with a low masculinity rating they will notice that many also have low gender equality, i.e. Middle East. The terms relate to nurturing (feminine) versus assertive (masculine) behaviours and ideals.

From Hofstede's research Japan was found to be the world's most masculine society, with a rating of 95. Sweden was the most feminine with a rating of 5. Other examples of "masculine"cultures include the USA, the Germany, Ireland and Italy. "Feminine"cultures include Spain, Thailand, Korea, Portugal and the Middle East.



East.

So how does this manifest in a culture or country?

Below are some of the common traits found in countries that score low on the masculinity scale:

.In life the main priorities are the family, relationships and quality of life

.Conflicts should ideally be solved through negotiation

.Men and women should share equal positions in society

.Professionals "work to live", meaning longer vacations and flexible working hours

Below are some of the common traits found in countries that score high on the masculinity scale:

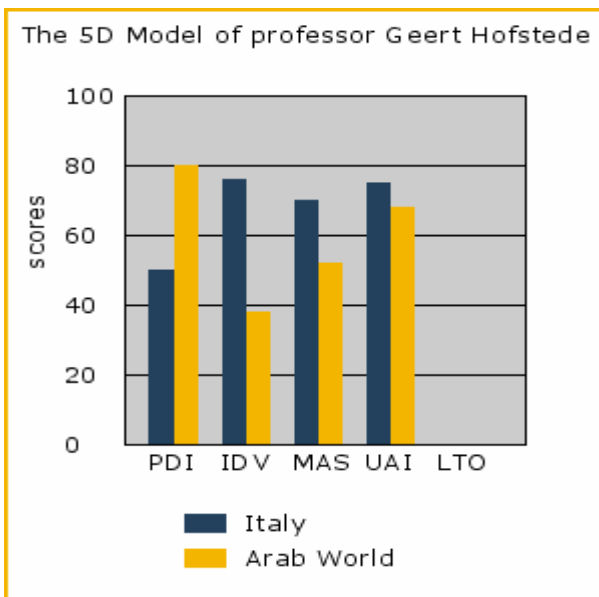
Life's priorities are achievement, wealth and expansion

It is acceptable to settle conflicts through aggressive means

Women and men have different roles in society

professionals often "live to work", meaning longer work hours and short vacations

Fig.n.3 – Comparison Italy-Arab World



Intercultural Business Communication Tips

If you are working or doing business in a country with a higher masculinity score than yourself then:

To succeed in this culture you will be expected to make sacrifices in the form of longer work hours, shorter holidays and possibly more travel.

Be aware that people will discuss business anytime, even at social gatherings.

Avoid asking personal questions in business situations. Your colleagues or prospective partners will probably want to get straight to business.

People are not always interested in developing closer

friendships.

Communication style that is direct, concise and unemotional will be most effective in this environment.

People will use professional identity, rather than family or contacts, to assess others.

Self-promotion is an acceptable part of the business culture in this competitive environment.

If you are working or doing business in a country with a lower masculinity score than yourself then:

Recognize that people value their personal time. They prioritise family and take longer holidays. Working

overtime is not the norm.

Small talk at social (or business) functions will focus on an individual's life and interests rather than just business.

Personal questions are normal rather than intrusive.

In business dealings trust weighs more than projected profit margins and the like.

Nepotism is seen as a positive and people openly show favouritism to close relations

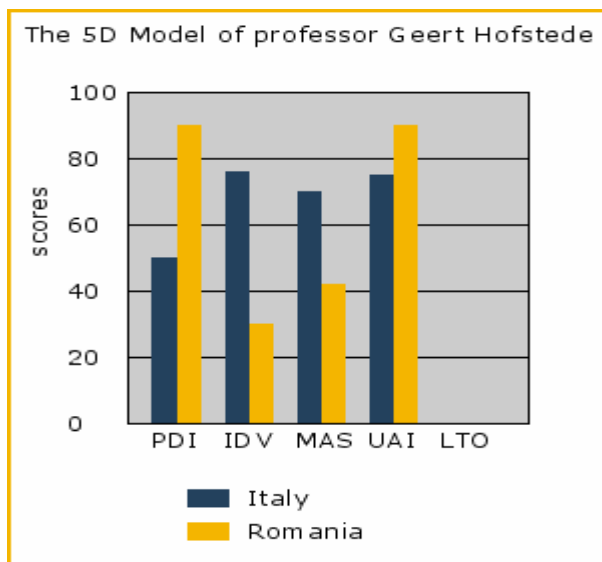


Fig.n.4 – Comparison Italy -Romania

Uncertainty avoidance is one of the five intercultural

dimensions developed by Hofstede. In essence this cultural dimension measures a country or culture's preference for strict laws and regulations over ambiguity and risk.

According to Hofstede's findings Greece is the most risk-averse culture while Singapore the least. Generally speaking Protestant countries and those with Chinese influences score low. Catholic, Buddhist and Arabic speaking countries tend to score high in uncertainty avoidance.

So how does this manifest in a culture or country?

Below are some of the common traits found in countries that score highly on the uncertainty avoidance scale:

- . Usually countries/cultures with a long history.
- . The population is not multicultural, i.e. homogenous.
- . Risks, even calculated, are avoided in business.
- . New ideas and concepts are more difficult to introduce.

Some of the common traits found in countries that score low on the uncertainty avoidance scale include:

- . Usually a country with a young history, i.e. USA.
- . The population is much more diverse due to waves of immigration.
- . Risk is embraced as part of business.
- . Innovation and pushing boundaries is encouraged.

If you are working or doing business in a country with a higher uncertainty avoidance score than yourself then:

- . Don't expect new ideas, ways or methods to be readily embraced. You need to allow time to help develop an understanding of an initiative to help foster confidence in it.
- . Involve local counterparts in projects to allow them a sense of understanding. This then decreases the element of the unknown.
- . Be prepared for a more fatalistic world view. People may not feel fully in control and are therefore possibly less willing to make decisions with some element of the unknown.
- . Remember that due to a need to negate uncertainty proposals and presentations will be examined in fine detail. Back up everything with facts and statistics.

If you are working or doing business in a country with a lower uncertainty avoidance score than yourself then:

- . Try to be more flexible or open in your approach to new ideas than you may be used to.
- . Be prepared to push through agreed plans quickly as they would be expected to be realised as soon as possible.
- . Allow employees the autonomy and space to execute their tasks on their own; only guidelines and resources will be expected of you.
- . Recognize that nationals in the country may take a different approach to life and see their destiny in their own hands.

Sources : <http://www.geert-hofstede.com/>

and <http://www.kwintessential.co.uk/cross-cultural/cross-cultural-awareness.html>

1.6.2 Application n.2

An Application of the Intercultural Scores - The UK

By way of illustrating how the scores work the example of the UK shall be examined.

First think about what you know or understand about British society and culture and then try and gage what the scores may be? Would the UK have a high or low Power Distance? Is it a very individualistic society? Are they a people that entertain risks? Is it a very gender orientated society? Try and think of the scores you would give to the UK for each dimension (scores range between 0 and 100).

Power Distance: The UK's score in this dimension is 35. This indicates that rank, status and inequalities between people are resonably low. On a macro level this manifests in a number of ways, such as legislation protecting ethnic minorities? rights. On a micro level this is witnessed in the office where the relationship between superiors and subordinates is relatively casual and incorporates little ceremony.

Individualism: The UK scores 89 for Individualism. This is high and therefore points to that fact that British culture values and promotes individuality. On a macro level we see that the nuclear family is the more predominant form of basic social structure. On a micro level, in the business environment the individual may be more concerned with themselves rather than the team.

Uncertainty Avoidance: For this dimension the UK scores 35 which is quite low. This means British culture is relatively open to taking risks and dealing with change. On a macro level this can be seen in the constant revision of laws and government structures. On a micro level, conflict or disagreement in the workplace, even with superiors, is considered healthy.

Masculinity: The UK scores 66 which indicates that it is somewhere in the middle. This may reflect the fact that British society and culture aims for equality between the sexes, yet a certain amount of gender bias still exists underneath the surface.

Source: <http://www.kwintessential.co.uk/cross-cultural/cross-cultural-awareness.html>

1.7 Cross-cultural communication

Trompenaars⁴ and Charles Hampden-Turner have developed a model of culture with seven dimensions:

1. Universalism vs. particularism (*What is more important, rules or relationships?*)
2. Individualism vs. collectivism (*Do we function in a group or as individuals?*)
3. Neutral vs. affective (*Do we display our emotions?*)
4. Specific vs. diffuse (*Is responsibility specifically assigned or diffusely accepted?*)

⁴ Fons Trompenaars is Dutch anthropologist and Charles Hampden-Turner is a British management philosopher, and Senior Research Associate at the University of Cambridge, co-founder and Director of Research and Development at the Trompenaars-Hampden-Turner Group, in Amsterdam.

5. Achieved status vs. ascribed status (*Do we have to prove ourselves to receive status or is it given to us?*)
6. Time orientation (*Do we do things one at a time or several things at once?*)
 - o Oriented toward the past, present, or future
 - o Sequential time vs. synchronic time
7. Internal vs. external orientation (*Do we control our environment or are we controlled by it?*)

1.8 Definition of the governance

According to the European Union White Book on governance⁵, this “new” term of the politics and institutional management has been introduced to draw the attention to the fact that the traditional exercise of power and government is obsolete and no longer effective, because of the combined explosion of the following phenomena:

- Globalisation and worldwide interdependence (according to the Anthony Giddens definition at the beginning of the nineties)
- Increasing complexity and chaos (Zygmunt Bauman prefers to define the present as “liquid post-modernity”)
- Cross-cultural and diversity management impact (an enterprise approach to be adopted also at governance level)
- The Age of access and many to many communication in real time (as Jeremy Rifkin already stressed): a new “anthropology” of the “spider-man”
- Networking as new form of social capital building, even beyond the national borders (see the analysis made by Manuel Castells in his works)

In most situations there may be a range of options other than traditional ‘command and control’ regulation available to achieve the government’s policy objectives.

A fair governance implies that mechanisms function in a way that allows the executives (the “agents”) to respect the rights and interests of the stakeholders (the “principals”), in a spirit of democracy, to denote the regulation of interdependent relations in absence of an overarching political authority.

Good governance can be understood as a set of 8 major characteristics:

- Participation,
- Rule of law,
- Transparency,
- Responsiveness,
- Consensus orientation,
- Equity and inclusiveness,
- Effectiveness and efficiency

⁵ COM(2001) 428, Bruxelles, 5.8.2001.

- Accountability.

These characteristics assure that:

- Abuse of power is minimized, as well the corruption
- The views of minorities are taken into account and
- The voices of the most vulnerable in society are heard in decision-making

Participation

- Participation by both men and women.
- Participation could be either direct or through legitimate intermediate institutions or representatives.
- Participation also means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

- Good governance requires fair legal frameworks that are enforced impartially.
- Full protection of human rights, particularly those of minorities.
- It also means independent judiciary and an impartial and incorruptible police force.

Transparency

- Decisions taken and their enforcement are done in a manner that follows rules and regulations.
- Information is freely available and directly accessible to those who will be affected by such decisions and their enforcement.

Responsiveness

- Institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus orientation

- Need of mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved.
- It also requires a long-term perspective for sustainable human development and how to achieve the goals of such development.

Equity and inclusiveness

- Ensuring that all members of society feel that they have a stake in it and do not feel excluded from the mainstream.
- This requires all groups, and especially the most vulnerable to have opportunities to maintain or improve their well being.

Effectiveness and efficiency

- Processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal.
- It also means sustainable use of natural resources and the protection of the environment.

Accountability

- Governmental institutions as well as the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders.

- In general organizations and institutions are accountable to those who will be affected by decisions or actions.

1.9 About the concept of regional governance and governance style

Applied to the regional governance, governance is a new form of government in the present complex society and implies to involve the social stakeholders, even the citizens in the management of the policies, at the lower possible and applicable level (subsidiarity).

Governance style is the specific "form" that the different "regions" (in our case) use to achieve this "involvement": so we have regions which involve a very high number of stakeholders in their political decisions and others which involve less or none or simulate to involve, but not actually and so on.

This is the reason why we do this benchmarking experience: to verify our "style" and to appreciate the "best and most successful styles" we have.

1.10 The governance style of the European Union and the integration policies

The governance style of the European Union could be an example: there is no country no region, no population that has perceived the process of "unification" as something imposed. No war, no occupation, no invasion, only suasion. The commitment of the European Institutions to join the unification through the integration, in a logical framework of democracy, consensus and in progress, is evident.

The new Europe considers the cultural differences as an asset and the linguistic variety is perceived as an heritage.

It becomes the great lab where all can be citizens of the world: this "spirit" is applied also to the immigrants' integration policies. The EU strives to be coherent with its identity and mission. According to Ortega y Gasset, who wrote about Europe, many years ago: a swarm of bees, a unique flight.

A careful outlook on the European policy about the immigrants' integration and its evolution in these last years, shows that the process flows from the emphasized "*securization*" to the directives concerning the full citizenship. The EU was late until Tampere Council, but now its guidelines for the effective governance of the integration policies are clear. Our "Road Map to Integration" is inspired by that philosophy.

Moreover, the contribution of the other international organizations is also very important to found a solid approach to the integration policies: OECD, ILO, IOM, UNESCO, Global Commission on International Migration (United Nations), Council of Europe etc. This is a treasure of documents, papers, conventions, which are the basic foundation of our strategies.

1.11 The new trends of governance requirements in the modern society

New governance requirements are reflecting the three most important incoming effects of the new millennium:

- “Spider-man”anthropology, as active citizens co-make or co-produce policies and self-generate connections, if motivated and involved
- The new economy of the well-being and happiness as new “welfare/workfare”paradigm in the next decades
- The new ethic of quality as commitment to really acknowledge citizens as stakeholders involved in democracy and its institutions.

1.11.1 Spider-man Anthropology

it is the metaphor of the human being who is able to “generate” on its own the “connections” he/she needs, beyond the traditional social, political, cultural and economic contexts (family, local community, local and national institutions, even national citizenships). Its features are: huge mobility and nomadism, not only for tourism, but also for work purposes or simply for human rights achievement (most part of immigrants are rather looking for respect of rights than money or jobs). Each person is craving to fulfil his/her own “state”, his own nation, his own citizenship: web is there to facilitate this attempt and satisfy, at least in a virtual way, this wish. It may become feasible to live at the same time two, three or more cultural identities (cosmopolitanism and multiculturalism): the access era makes visible and attractive the “opportunities”to be caught or the rights to be enjoyed everywhere they appear possible according to the inner capabilities. The comparison between the different nations, their levels or degrees of life satisfaction and well-being, is nowadays very easy, through a lot of communication means (television and internet above all). Most part of present jobseekers are born within the access era and their “genetic” inspiration is to navigate in the web and use it as a channel for every connection they need. A sort of new huge womb, where they can perform their behaviours and look for their “citizenship”.

1.11.2 Happiness and well-being economy

Domestic policy currently focuses heavily on economic outcomes, although economic indicators omit, and even mislead about, much of what society values. We show that economic indicators have many shortcomings, and that measures of well-being point to important conclusions that are not apparent from economic indicators alone. For example, although economic output has risen steeply over the past decades, there has been no rise in life satisfaction during this period, and there has been a substantial increase in depression and distrust: it is the paradox of the happiness in economics. We argue that economic indicators were extremely important in the early stages of economic development, when the fulfilment of basic needs was the main issue. As societies grow wealthy, however, differences in well-being are less frequently due to income, and are more frequently due to other factors, such as social relationships and job satisfaction. Important non-economic predictors of the average levels of well-being of societies include social capital, democratic governance, and human rights. In the workplace, non-economic factors influence work satisfaction and profitability. It is therefore important that organizations, as well as

nations, monitor the well-being of workers, and take steps to improve it. Supportive, positive social relationships are necessary for well-being. There are data suggesting that well-being leads to good social relationships and it does not merely derives from them. In addition, experimental evidence indicates that people suffer when they are ostracized from groups or have poor group relationships.

1.11.3 The new ethic of quality

One of the most innovative approaches of modern society, is the “social accounting and auditing”, as a way of measuring and reporting on an organisation's social and ethical performance. An organisation which takes on an audit makes itself accountable to its stakeholders and commits itself to following the audits recommendations.

To have a job is strongly connected with the self-esteem and the perception of an active role to play in the society, because we live in a society where the respect for ourselves, so as the respect for the others, are associated to a job, so that “even rich people simulate to work”– said Solow ironically. The most relevant indicator for ethic quality of the governance style is the degree of *participation, decentralization, and professionalism*. There is a more fundamental reason for civic engagement, however – the renewal of the democratic state. Nevertheless, new forms of social contract have not been easy to establish. Without a sound foundation – the consent and participation of those at whom they are aimed, for example – they can simply appear coercive or neglectful. Direct involvement by people in the integration policies provided by society would refresh the public realm, rebuild commitment to wider society and re-engage them as citizens.

1.12 Why are the new governance styles necessary nowadays ?

Many people are in trouble, because of the rapid obsolescence of the organizations and institutions: the change must be permanent, structures innovation (both public and private) is steady, many public and private organizations and institutions seem to be late with regard to the needs and expectations of citizens, consumers, clients, immigrants etc.

The reason why can be simply cleared through 3 images or diagrams concerning the relation between time and innovation in the last two centuries

Figure n. 5: *In human history the innovation curve is slowly increasing for a long time and it suddenly speeds up in a very short time.*

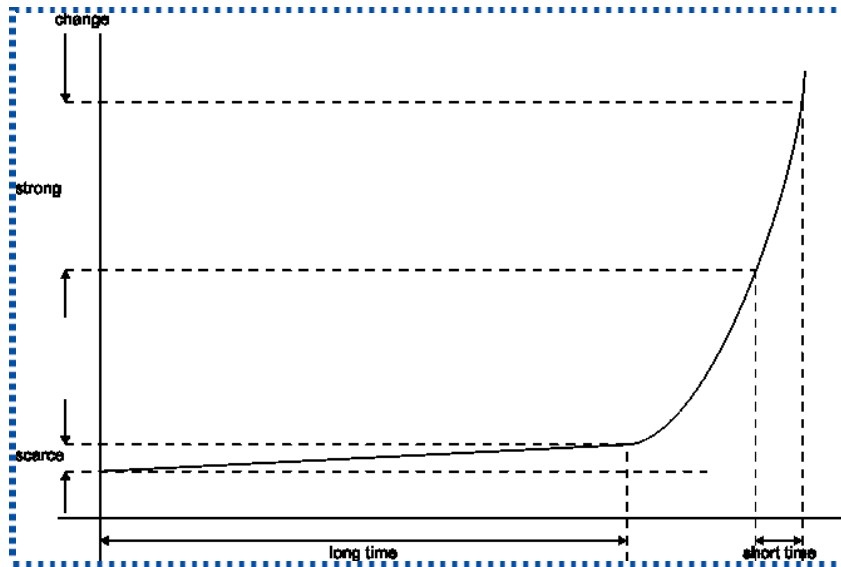
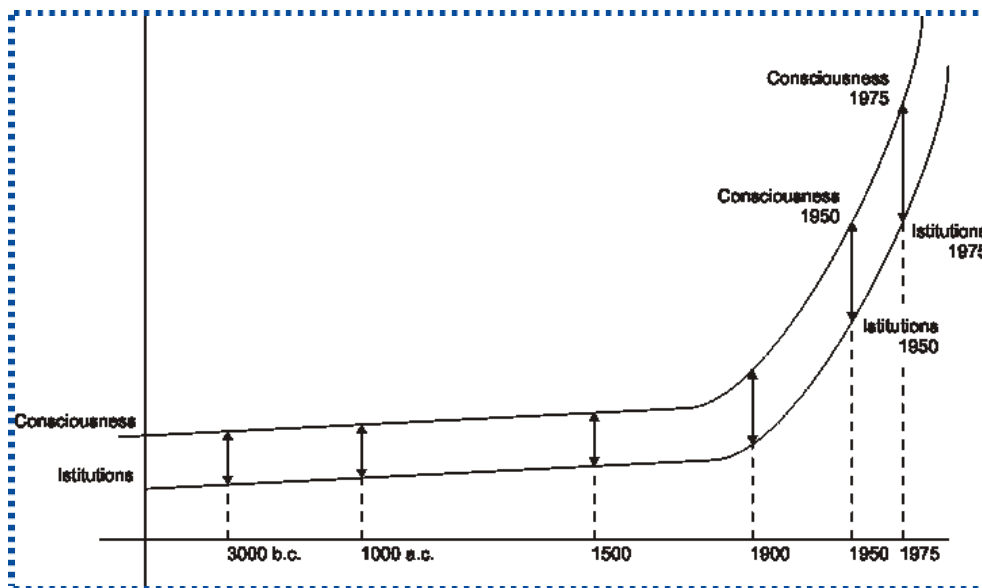
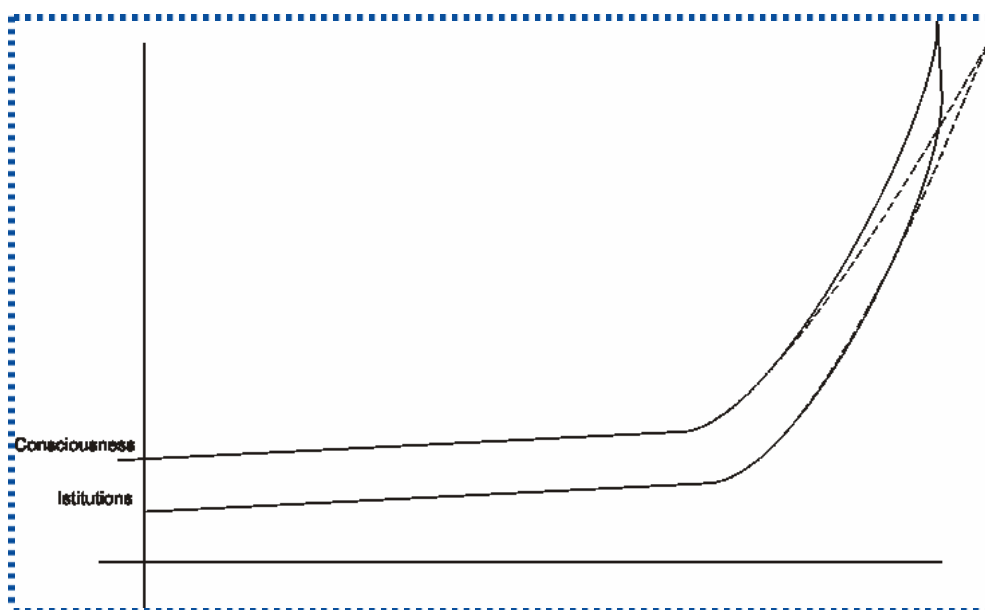


Figure n. 6: *The gap between the curve of innovation and the curve of organization establishes an increasing distance between human beings' consciousness (and their needs and expectations) and the corresponding response of organizations and institutions, in spite of the fact that they run parallel. This implies that institutions and organizations seem to be close to citizens or consumers or clients, but in fact their relationship becomes more and more dissatisfactory. The trend, in absence of new solutions, is endless.*



1975: the turnabout of the acceleration with net economy

Figure n.7 *People have two choices in the middle of the paradox of change and innovation (globalization included). The first one is to stop change and innovation, to constrain one's consciousness (needs, expectations, vision, experiences etc) to conform with the delay of the institutions or organizations, through repressive or manipulating actions (the "Big Brother" nightmare of the literature or the "small sergeants" of the farces & fictions) or to innovate the institutions and organizations to the new forms of governance (client-centred, participatory, networking etc.), which are able to overcome the gap through continuous improvement, increasing flexibility and customized delivery of services. Decentralization, e-government, quality systems, sustainability policies, web market, participation etc. are the attempts to fill in the gap. And the immigrants' integration policies don't escape from this new scenario, either.*



All these changes form and shape our society and its components out of the usual rules of the government and require at least a quite completely new social contract, inclusive of:

- the bottom up involvement of the social groups and civil players (local and global integration)
- the decentralization of the power of the state towards the local level, as close as possible to citizens (subsidiarity and "long arm" principle)
- an increasing democratisation of the decisions to be undertaken (participatory democracy and transparency)

The debate on European governance, launched by the Commission in its White Paper of July 2001, concerns all the rules, procedures and practices affecting how powers are exercised within the European Union. The aim is to adopt new forms of governance that bring the Union closer to European citizens, make it more effective, reinforce democracy in Europe and consolidate the legitimacy of the institutions. The Union must reform itself in order to fill the democratic deficit of its institutions. This governance should lie in the framing and implementation of better and more consistent policies associating civil society

organisations and the European institutions. It also entails improving the quality of European legislation, making it clearer and more effective

The World Bank defines governance as *the exercise of political authority and the use of institutional resources to manage society's problems and affairs.*

An alternate definition sees governance as *the use of institutions, structures of authority and even collaboration to allocate resources and coordinate or control activity in society or the economy.*

Good, effective public governance helps to strengthen democracy and human rights, promote economic prosperity and social cohesion, reduce poverty, enhance environmental protection and the sustainable use of natural resources, and deepen confidence in government and public administration

Moreover, the principle of subsidiarity is defined in Article 5 of the Treaty establishing the European Community. It is intended to ensure that decisions are taken as closely as possible to the citizen and that constant checks are made as to whether action at Community level is justified in the light of the possibilities available at national, regional or local level. Specifically, it is the principle whereby the Union does not take action (except in the areas which fall within its exclusive competence) unless it is more effective than action taken at national, regional or local level.

1.13 Profile of the governance style in the immigrants' integration policy issue

- Multi-dimensional (including all the main integration factors, from housing, job, language, education, culture, health to the complete citizenship rights enjoyment, according to the format we use in this programme)
- Multi-level (from the state or central government to different institutional levels in a value chain of decision makers and a wide range of actors influencing integration policy processes as services providers)
- Pragmatic (problem solver according to the social responsibility ethic not to the ideological or conviction one (beliefs, religions, utopias etc.), that's according to the use of performance-based assessments)
- flexible (to adopt a yield management of the practical situations, taking into account that the immigrants' flows and features change quite rapidly)
- Sustainable (according to the available resources both in the labour market and in welfare services offer). Sustainable migration policies require mutual benefits, for migrants and their employers as well as for sending and receiving countries. Acknowledging these benefits in all countries involved, calculating them, and discussing how to increase and distribute the benefits of migration as well as mitigate associated costs are vital topics for the ongoing immigrants' integration policies
- Co-operative (according to the three P politics: Public and Private Partnership). This new emphasis on "policy" or "issue networks" and "advocacy coalitions" offered a new way of conceptualising the links between the state and societal interests, one which was felt to better capture a number of changes in the nature of governance. A form of horizontal inter-dependency was developing, whereby policy makers needed to mobilise resources from actors outside of the classic hierarchical political

structure. Thus “instead of emanating from a central authority, be this government or the legislature, policy today is in fact made in a process involving a plurality of both public and private organisations” is being displaced by theories that emphasize consultation, interaction, negotiation, network: in short, the *interdependency and process character* in the context of the responsible, affected and interested agencies and actors from the formulation of programs through the choice of measures to the forms of their enforcement. While the traditional understanding of politics proceeded with a certain naiveté from the assumption that the goals set can be reached by politics, provided the proper means are taken, politics in newer approaches is now viewed as the collaboration of different agents even *contrary* to formal hierarchies and *across* fixed responsibilities (Ulrich Beck)

- Cross-borders (to establish clear and profitable agreement between the nations, which have borders in common, to adjust the interest of both)
- Cross-cultural (to avoid or smooth the stereotypes and value the diversity)

Wrong governance styles:

- Mono-cratic (only the “central”state and the use of the legislation and bureaucratic approach or only the “market”and the use of the economic and provisional “arms”trading approach)
- Dual-cratic (all the decisions are taken by the state/government and market or economic players, without involving the rest of the society: the emphasis is placed on the demand-offer principles)
- Tripartite (all the decisions are taken by the state/government, employers and workers unions: the emphasis is placed on the labour integration and rights)
- Rigid two-step flow (the central government decides and the prophetic bodies must execute, sometimes without suitable resources: the responsibility is not equally shared and fades)
- Double bind and two-step flop (the central government decides and distinguishes clearly its duties and the duties of the peripheral bodies, but it is inefficient in its duties and puts the peripheral bodies in paradoxical or “*double-bind*” situations)

1.14 Main components of the immigrants’ integration policies

- The ‘**relationship**’ between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration)
- The necessary ‘**instrument**’ and the regulations to manage this ‘relationship’
- The ‘**procedures**’ that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region

The partners of the programme are warmly requested to answer to the question:

“In which degree these components have objective evidences or proofs demonstrating the level and quality of:

- The relationship (the level and quality of the three P governance, of the networking processes, of the stakeholders and social players involvement and extension both in decision making and in integration policies implementation)
- The necessary instrument and regulations (the evidence of the management of this relationship, that's dialogue, meetings, negotiation and “concertation” events, effectiveness of this instrument or “formal and ritual” show, the frequency of the use etc.)
- The procedures: which are the “incentives” (legislative, financial, acknowledgements, quality awards etc.) to encourage, favour and enlarge the networking processes etc.”

1.15 How to evaluate the governance styles indicators

Effective governance includes a road map of a long-term strategy and all the elements of such a road map could become an “indicator” of the level of integration, according to the methodology in use for the “audit” systems in quality services measurement.

They are indicated in the Format “Governance “(Housing, Employment, Health and sanitary services, Education, Social and civic participation, Legal and political integration, Cultural integration).

1.16 First approach of the benchmarking programme: the list of the governance and the immigrants’ integration policy experiences

All the indicators are evaluated in a Likert scale of 5 levels:

- 0 (no evidence at all of the indicator)
- 1 (some traces of objective evidence of the indicator, but largely insufficient)
- 2 (modest objective evidence, without sufficient precision and accuracy)
- 3 (good objective evidence of the indicator, with several gaps)
- 4 (excellent objective evidence of the indicator and available to be considered as an excellent governance model)

They permit the evaluation, mostly of qualitative type, with reference to the quality of objective evidence, consistency, effectiveness, usefulness etc. that an indicator implies, to be considered operational: the (signals) results coming from the indicators’ performance offer an analytical methodology to establish a comparative relationship between the different actors or players of the benchmarking.

The main indicators of the governance styles are:

- ⇓ Decentralization from the state to the regions: degree of effectiveness and endowment;
- ⇓ Public and private partnership: existence and degree of this participatory approach;
- ⇓ Legislative norms and long term strategies: a normative framework focused on a “vision” not on the emergency only (e.g. existence or evidence of co-operation programmes in the “provenience” countries);
- ⇓ Security and control integrated with social and cultural empathy: the degree of the “balance” between the security/control requirements and acceptance or welcoming attitudes.

1.17 Presentation of the governance styles and comments

Research carried out shows that there is currently *no single regional model of governance: the range of the styles is broad, along a continuum from instable and confused models to precise and clear ones. Not always the most precise and advanced models correspond to the most experienced countries nor the most confused correspond to the newest ones.*

Our proposal is to go on with this type of analysis, because the “objective evidences” of the quality of the regional governance styles are not yet sufficient to express an evaluation.

A list of “specific indicators” will be provided in Annex 1, to facilitate a self-evaluation process.

Apulia Region

The regional authorities are increasingly co-operating with structures of other local stakeholders as well as NGOs, charities, trade unions, business actors dealing with issues concerning the integration policies. This system can be defined as “two-step flow” locally, in spite of the fact that the first step from the state to the region is bogged down into a plenty of inefficient procedures and paradoxes. This lack of harmonization between state government and regional governance, generates an instable framework, both juridical and operational. The impact of the illegal immigration is impressive: at the same time, regions don’t have means to face this challenge, especially those which are already deprived.

Budapest Municipality

Regional level does not exist in the Hungarian public system. Regions have been created in 1998 in order to comply with EU standards for the allocation of Structural Funds (Objective 1). However, the local authorities are the pillars of the governance architecture. Moreover, municipalities have a second local level: the districts (Budapest has 23). The absence of a clear and consistent governance of the immigrants’ integration policy, leads the system to find the solutions through the NGO active participation (e.g. Menedek Foundation, which is also our partner in the present programme). The instrument and procedures are quite informal.

Carinthia

The Carinthia Government enjoys a federal system and has a prime governance responsibility. Nevertheless, many social and economic stakeholders and actors are involved in the integration policies of immigrants. Basically the integration policy of Carinthia is focused on the refugees and asylums seekers

and the subsidiary protection thereby. There are no explicit regulations regarding the co-operation of the stakeholders involved. A specific procedure is the "integration agreement or pact". The actions preferred are: linguistic integration and employment orientation.

Central Macedonia

Effective regional governance presupposes the existence of decentralization. In the case of Greece, the regional governance is absent, due to the lack of decentralization and the consequent lack of competence. Nevertheless, the new law on immigration (2005) recognizes the crucial role of local and regional authorities in managing the integration of immigrants, but it doesn't provide any funding therein.

It is a typical example of the governance "two-step flop", as the partners underline ironically.

Stockholm Region

The regional governance is clearly described in the document: Sweden seems to have an institutional architecture quite new, integrated at national level between 5 Ministries and a Central Authority (The Migration Board), responsible of the basic procedures (asylums, permits, citizenship, repatriation, international relations with EU and UNCHR) and the co-ordination of national bodies concerned.

The County Administrative Board is a link between the citizens, the municipal authorities, the Central Government and Parliament.

It can be defined a true "two-step flow" model, well functioning at all the levels involved. Sweden offers a very good level of availability and accessibility of the statistic data concerning the immigrants' flows.

The perception of the quality of the legislation framework and norms is also satisfying, especially for the clearness and application.

The City of Uppsala document integrates these considerations from local point of view.

Region of Valencia

The regional governance of Valencia Region is based on two arms: the public (Municipalities) and private (especially NGO and immigrants' associations). The Inter-department Commission for Immigration was created in 2002, to co-ordinate and integrate these two players with all the institutional levels, with regards to the public bodies, and the Valencian Forum of Immigration, with regards to the civil players and actors, with specific working groups.

The Valencian Observatory of Immigration will be created in mid term, to assist the strategies of the regional policy. For the moment, its goal is implemented by the CEIM (Centre of Studies for the Social Integration and Training of Immigrants).

A Valencian Plan of Immigration is now available, to study in all the details the governance style of the region.

Veneto Region

The governance style of the Veneto region focuses on the integration policies as strategic priority: to join this, region uses a long-arm methodology, that's it acts and implements the actions purposed through a

vast network of both local authorities (municipalities and provinces) and civil society bodies (NGOs and third sector, trade unions, business associations of employers). The region establishes the “competencies” frame or map for the actions to be done and selects who is able to act positively. The approach is very pragmatic and a “technical table “(forum of representatives) is set up for permanent yielding and co-ordination of the programmes and actions. A Regional Plan is available.

Its guidelines encompasses:

- ⇓ A general premise of the planning procedures, to be coherent with other regional strategies,
- ⇓ A strategy for the integration policy (objectives, beneficiaries, operational criteria, territorial decentralized responsibilities, co-ordination, monitoring)
- ⇓ Six basic areas, where to concentrate the available resources: integration pact (similar to the “contrat d’accueil” adopted in France), training, flows management for job seekers, housing, social and educational integration, and observatory.

1.18 A governance model for migration

The creation of the best conditions to underpin the capabilities of each player and value his/her contribution for the community and its actors (enterprises, labour and human resources, schools, etc.), implies an organic plan for the suitable actions and measures concerning the immigrants’ integration through multidimensional and multilevel governance.

The leading strategy of the regional government tries to improve all the factors (tangible and intangible) connected with a positive and pacific integration policy, through the following guidelines:

- To favour the bottom up governance style and the decentralization of the responsibilities and programmes;
- To facilitate the matching between demand and offer through consultative bodies and economic players involvement;
- To ensure the minimal conditions of the hospitality and avoid the marginalization through social actors and municipalities involvement;
- To be oriented towards a pragmatic approach to test and to start up pilot projects before adopting definite plans;
- To be up to date in performing and providing services and to monitor them for a continual improvement;
- To set up programmes for the international co-operation with effective micro-realizations (e.g. the re-installation of economic activities of the immigrants in their countries).

1.19 Governance as break-even point between control and empathy

As in every type of “management”, also the governance has its own “break-even point”, to measure the profitable gain or the losses.

The two main dimensions of such a break-even point in the governance of the migration flows and integration policies are:

- Empathy
- Control

Empathy means "acceptance", on the basis of the "common" principles established by the human rights, which find their reason in no other credit than the "pure" human being. Empathy is a "psychological" factor, we may extend in metaphorical dimension for all those behaviours, which encompass all what a civil democracy offers.

Control means "rules and respect of the rules", not only in their form of legislation or norms, but also in their form of "social capital" and value systems, especially the reciprocity principle.

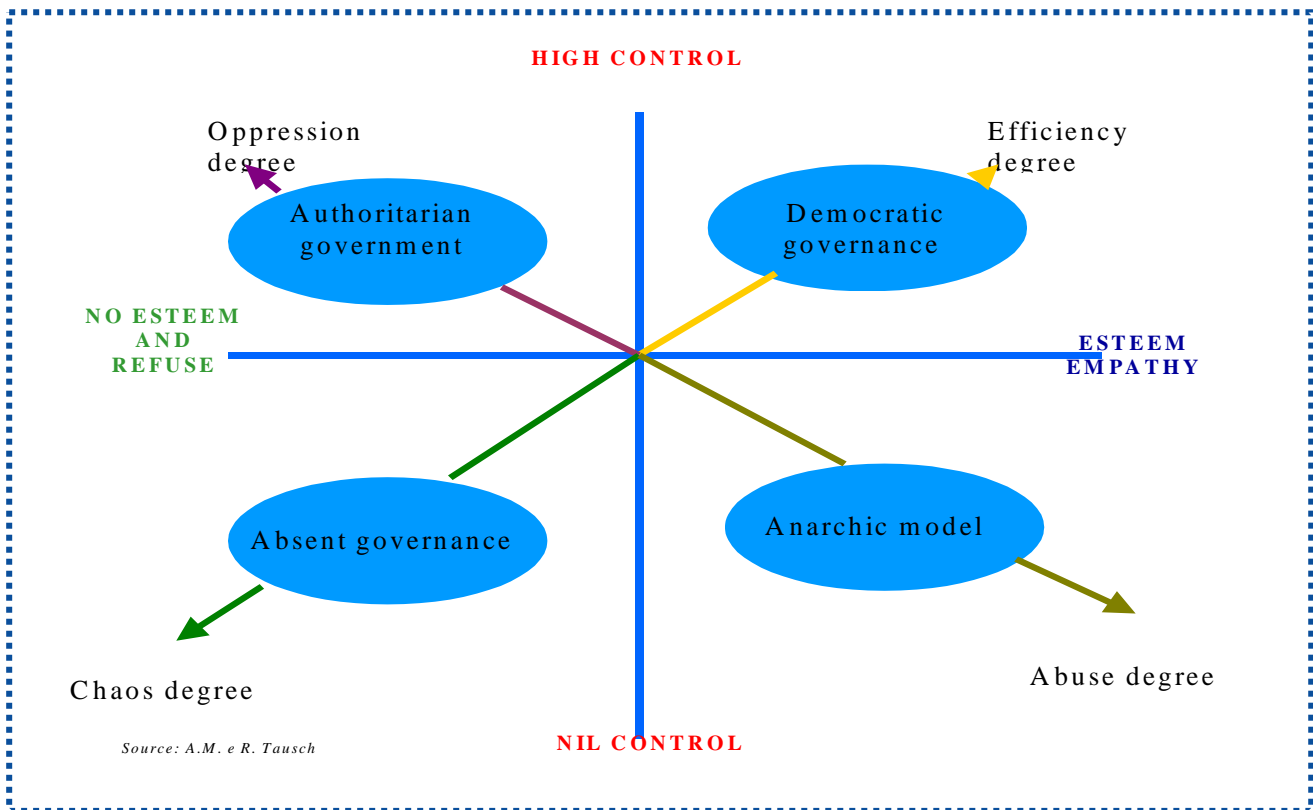
The break-even point is not easy to be achieved: it is a result of continual trial and errors, test and exit, practices and adaptation.

In this relationship between "empathy and control" the governance styles differ from each other, often in opposite directions. Some states or countries prefer emphasize the "control" than the empathy and choose the authoritarian scope, even the "oppressive and sadic" government, together with the refuse of what is not "conform" and "homogeneous" with the dominant components of the society (e.g. tribal hates, ethnic genocides, minorities elimination, hard securization policies etc.). Other states or countries emphasize the lack of control together with "empathy": this favours the diffusion of the abuse, a prevailing of the "private" interest in the society, also in the "immigrants' integration policy", treated like a "private" affair, through complicity and collusion, where state and counter-state are mixed and embedded. Some others use a lack of empathy and a lack of control to create intentionally a structural "cannibalisation" between the low social layers and groups, to weak them in their reciprocal fights and avoid the consciousness of the failures of the power and its structural corruption. Finally, we have also some "islands" of civil democracy (which sadly are diminishing day by day: they include not more than 10% of the world population). In this style the control and empathy are more or less in "reciprocal balance" and shape a liveable society.

The analysis of the governane style is both anthropological and social, but its effect on the migration policies is unequivocal.

Fig. n. 8: ANALYSIS OF THE GOVERNANCE STYLES

Source: Toppan R. (2007), *Anthropological dimensions of the governance forms*, University of Verona.



Civic model: democratic governance style

Concept: definition depends upon the effective democracy (*civitas*) application, based on one-to-one system. State is light. State and civil society are equivalent.

Profile:

- Clear evidences of the sovereignty of the citizens, primacy of the human rights also for the foreigners (e.g.immigrants);
- Corruption is severely limited;
- State and law are the source for every legitimacy and linked with the social control;
- The power achieves its legitimacy through the participatory democracy and all social players involvement in the decision making;
- Citizenship is the focus of the governance, and every "position", role or status can be changed on the "competencies" basis;
- Social capital is strong and effective;
- Circulation of the elites is quite easy and facilitated.

Main traits in the immigration flows governance:

- Balance (or continual improvement of the balance) between "acceptance"/welcoming measures and control/security assurance measures

- *No negotiation or compromises about the basic rights of the human being and consequent praxis in the institutional governance behaviours*
- *Equality in the treatment of the criminals prosecution, no matter if residents or immigrants, and quick, transparent exercise of the justice.*

Sadic model: authoritarian,monocratic and dualcratic style

Concept: *definition depends upon the major and more evident authoritarian personality feature and social interaction, based on the oppression and “one up-one down”system. State is a heavy overstate. Civil society has scarce or nil value.*

Profile:

- *Clear evidences of the supremacy of the governments power and control systems: the power imposes its own legitimacy through the arbitrary self-reference of the elite;*
- *Human rights for foreigners and immigrants are subordinated to the status quo balances;*
- *Law and order are linked to bureaucracy, police and military systems, as they want to be, more than they should be;*
- *The roles are based on the “compatibility, compliance and conformism”, immigrants’ status included;*
- *Social capital exists only in the “official and formal ideology” and the values system is founded on the external and obsessive shows, just to hidden the “vacuum”.*

If men define situations as real they are real in their consequences

(William Thomas)

Main traits in the immigration governance:

- *Strong, hard control measures and total security management;*
- *High barriers to the entry and rapid expulsion of not “desirable” people, no matter if useful or useless for the country;*
- *The basic rights of the human being are not respected and the praxis in the institutional governance is arbitrary;*
- *Inequality in the treatment of the criminals’ prosecution (according to their “proximity” to the power) and optional exercise of the justice.*

Cynicism model: absent governance style

Concept: *definition depends upon the degree of the institutional and social lack of solidarity, based on “one in /one out” system. Counter-state is inside of the state self. : they are equivalent.*

Profile:

- *Clear evidences of the arbitrary approach to the power exercise, which doesn’t care a straw of the human rights both of the citizens and foreigners (immigrants);*
- *Institutional power is collapsed and serves only a restricted elite;*
- *Corruption is normal rule for every form of transaction, even due;*
- *Interest conflicts are usual;*

- *State is a parasite;*
- *There are no clear sources of legitimacy, but money;*
- *Every position, role or status can be changed on the "payment basis" immigrant status included;*
- *Circulation of the élite is inside of the élite self;*
- *Law and order are optional, according to the short term interests of the leadership of the moment;*
- *The roles are shared on the basis of the utilitarian co-optation;*
- *Social capital doesn't exist at all: nobody trusts each other.*

Main traits in the immigration governance:

- *Immigrants are not accepted: governance bodies don't care them anyway.*
- *The crimes made by the immigrants are "used" to scare the citizens and to increase their dependence need of the "power" and establishment;*
- *Immigrants are the "scapegoat"(together with the "minorities" or other racial and ethnic groups) for what institutional bodies and power are in default;*
- *Society is inclined to the programs, as issue for its massive frustration.*

Ambiguity: anarchic model

Concept: *definition depends upon the uncertainty about the "real" power between state (official) and counter-state, based only on the "one-in" system. State overlaps counter-state and counter-state overlaps state. The power is "powdered" in thousand nodes, clans and "mafias".*

Profile:

- *Clear evidences of lack of precise references in the state legitimacy: its existence is uncertain*
- *Power is "powdered"(formal-informal, institutional and occult, clans and corporative unions, criminal associationalism and freemasonry, etc. often inter-twisted)*
- *Political leaders don't have any "strategic vision"or common interest strategies*
- *All are (or aim to be) masters and commanders*
- *Human rights are achieved only with aggressive behaviours and steady fight*
- *Counter-state is very strong and appraised*
- *There are "many" sources of legitimacy and laws are severely applied for the "enemies", interpreted for the "friends"*
- *Affinity and similarity are the criterion for the positions achieved*
- *Amoral familism*
- *Public interests are turned out into private interests*
- *Law and order are in doubt : criminals are less punished than victims are restored*
- *Social capital is very weak and limited to the inside of the corporations or organizations which people belong to.*

Main traits in the immigration governance:

- *High welcoming by words and low quality of the consequent and actual behaviours,*
- *Rhetoric setting of the politicians approach to the problems to be faced,*
- *institutional "absence "in emergencies: the more the "governance" bodies are necessary in emergency situations, the less they are ready to do what needed,*
- *confusion in sharing competencies, duties and responsibilities: overlapping and reciprocal interdictions are frequent*
- *Crimes and illegal behaviours are not punished, sometimes favoured by wide layers of the society ("assumed similarity ")*
- *The lack of the selective processes between "positive" and useful immigrants and "negative" and not desirable immigration flows, paradoxically ends up in favour of the illegal immigrants.*

Conclusion

The importance of the governance style analysis is increased, after the last studies carried out by Robert Putnam⁶, the scientist who devoted many years to deepen the "social capital" role in the quality of the civil and economic society: his latest publication is focused on the relation between social capital quality and immigration, with not so positive previsions. More the diversity and the ethnic heterogeneity increases, more the social capital frays off and crumbles. But Anthony Giddens, in his comment about the Putnam studies, remarks that:

- Not necessarily what is true for the American society is also true for the European Union, taking into considerations the great differences between the two welfare systems;
- The solution of the paradox (and threat) is the "governance styles adopted": the negative effects of the heterogeneity are overcome by the quality of the "governance", which is "inclusive" by definition.

1.20 The Road Map of the integration is the benchmark of such a strategy

In accordance with the concepts and statements purposed, the integration cannot be other than a "road": that's a long path, formed by a value chain of providers connected with each other. The paradigm of the *fractals*, elaborated by Mandelbrot, could be the appropriate concept for that. Fractals are a form of measurement to try to make chaos understandable.

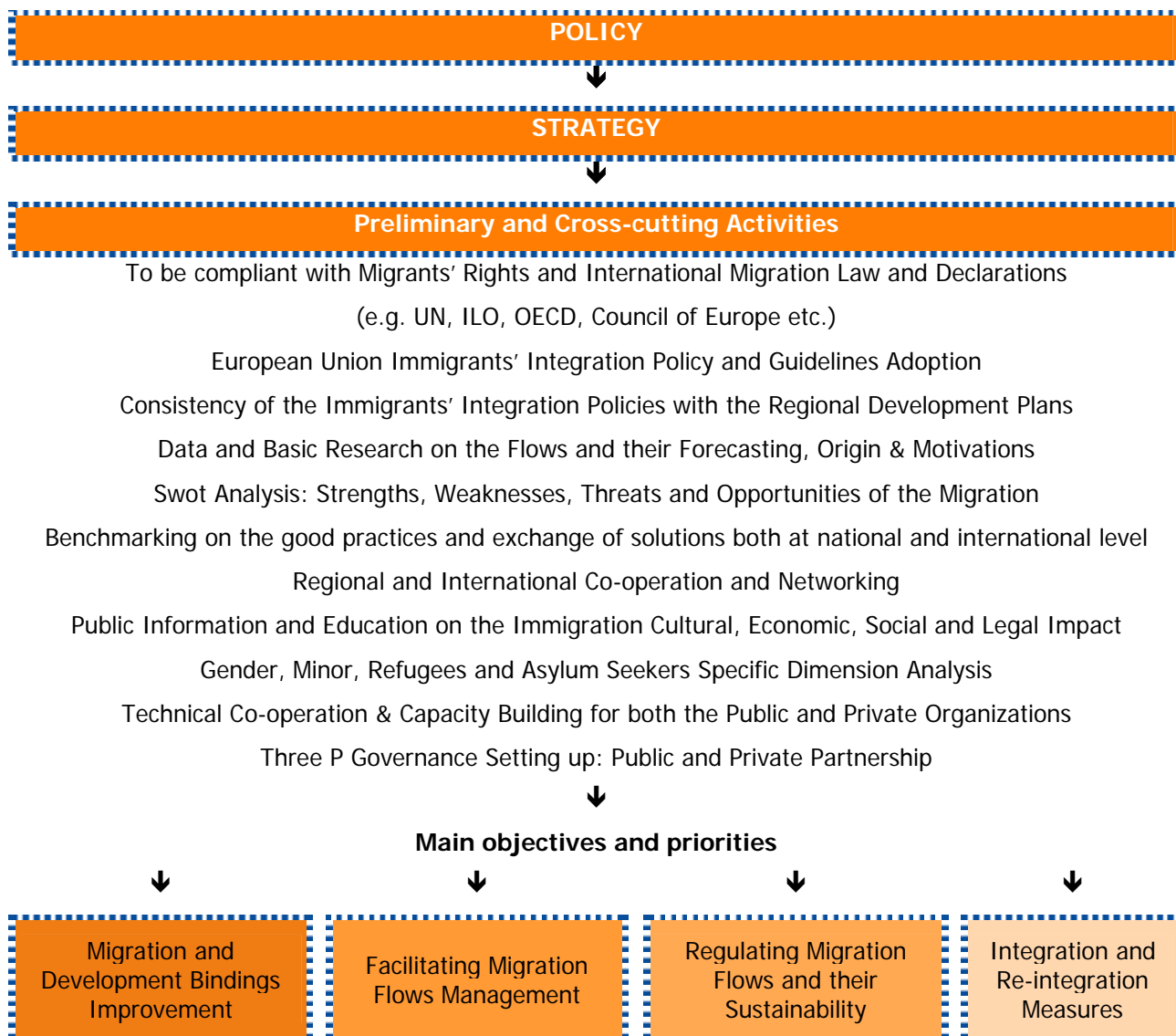
Integration policies are very difficult to design, to plan, to apply, to check and to improve in all single units of supply chain: we can hardly imagine how complicate is to ensure the equivalent quality of the services in a network of suppliers. The success can be achieved only through a continual, steady and very creative work in progress, towards the approximation, in accordance exactly with the Mandelbrot formula and the

⁶ Putnam, R., "E Pluribus Unum: Diversity and Community in the Twenty-first Century -- The 2006 Johan Skytte Prize." *Scandinavian Political Studies* 30 (2), June 2007

empirical pragmatism of the problem solver. The best practice in this field is only the *"excellence of the imperfection"*. As a writer said: it is not difficult to understand the curve of Gauss. The real difficulty is to understand Gauss' wife".

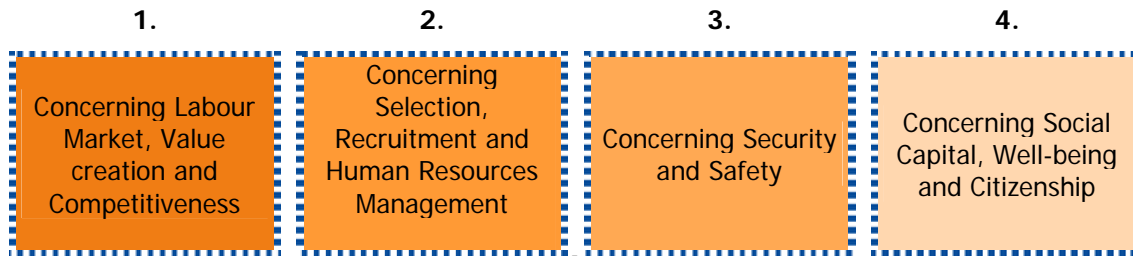
Zygmunt Bauman, the old wise sociologist, quoting Kafka, states that our way out is to consider Europe as a lab where we all have to run through the corridors, to open all the doors, to climb the ladders changing the floors "to infinity".

Fig. n. 9 - ROAD MAP OF THE IMMIGRANTS' INTEGRATION POLICIES

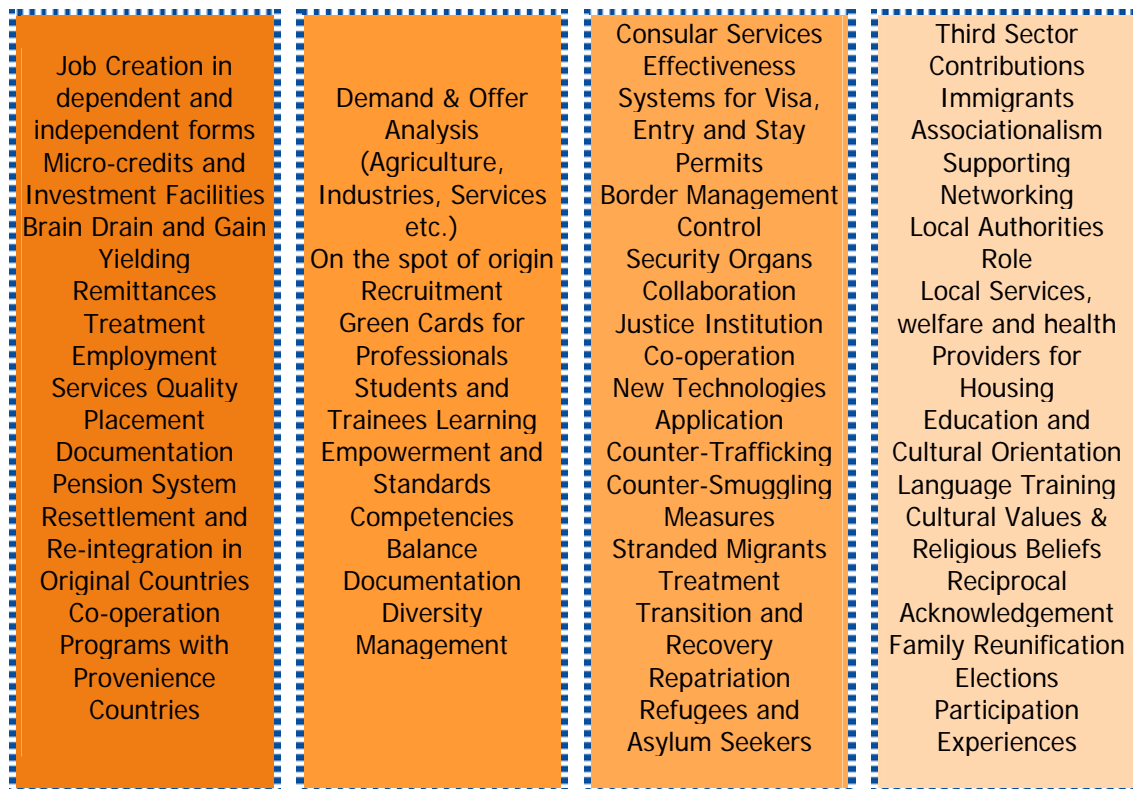




Specific Actions and Measures



Good Practices and Experiences



The Road Map towards a full integration is complex and requires a long-term strategy: our programme is there to verify the different levels of this long path and learn from those countries, which are more advanced.

Just to know the “positioning” of each country in such a path, the Migration Policy Group, under the patronage of the European Commission and Parliament, have released important reports about that⁷.

⁷ Jan Niessen, Thomas Huddleston and Laura Citron, Migrant Integration Policy Index, British Council and Migration Policy Group, Brussels, 2007 (in cooperation with Andrew Geddes and Dirk Jacobs).

With regards to the group of our network or partnership, it is interesting to draw the attention to the rank of the partners through the Migrant Integration Policy Index:

Fig.n.10 - Migrant Integration Policy Index in the countries of the project

	Access to nationality		Anti-discrimination		Family reunion		Labour market access		Long-term residence		Political participation	
Country	Score and positioning – 28 European countries											
<i>Austria</i>	22	28	42	22	34	27	45	20	55	18	34	17
<i>Greece</i>	25	26	58	13	41	24	40	22	60	16	14	24
<i>Netherlands</i>	51	8	81	5	59	16	70	9	66	10	80	5
<i>Hungary</i>	36	20	85	3	50	18	40	22	50	23	29	20
<i>Italy</i>	33	22	69	11	79	3	85	3	67	5	55	10
<i>Portugal</i>	69	3	87	2	84	2	90	2	67	5	79	6
<i>Spain</i>	41	14	50	17	66	8	90	2	70	4	50	14
<i>Sweden</i>	71	1	94	1	92	1	100	1	76	1	93	1

Source: Migration Policy Group-2006 (<http://www.migpolgroup.com/>)

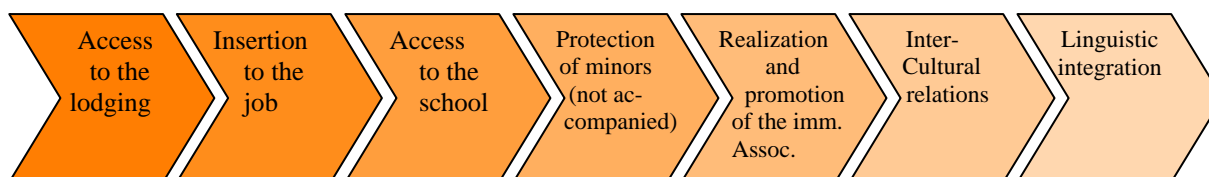
1.21 The value chain of the integration processes:

The application of the integration processes should be implemented with a careful attention to the priorities to be established, to the methodology to be adopted according to the process concerned, to the networking to be created to support day by day an actual action.

The priorities could be different: it depends upon the “governance role” played in the system and its specific expectations.

A first example is the process of the integration policy according to the point of view of the “mayors” and the “investment” to be ensured in the financial plans of the local authorities:

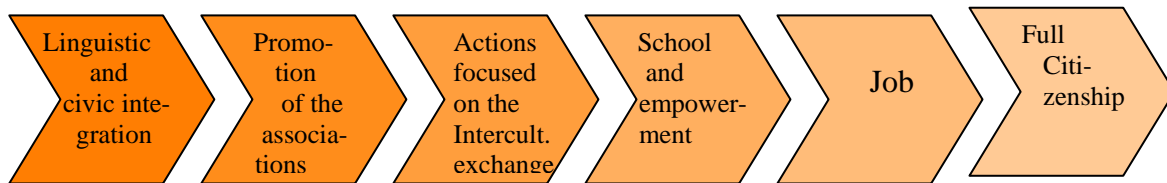
Fig. n.11: flow chart of the priorities according to the point of view of the mayors



Source: Research of CNEL/CARITAS –2006

Second example: the integration processes according to a “pedagogical and anthropological” point of view:

Fig. n.12:Flow chart for the success of the social and cultural integration according to the point of view of the “third system” actors:



Source: A panel of NGO - 2006

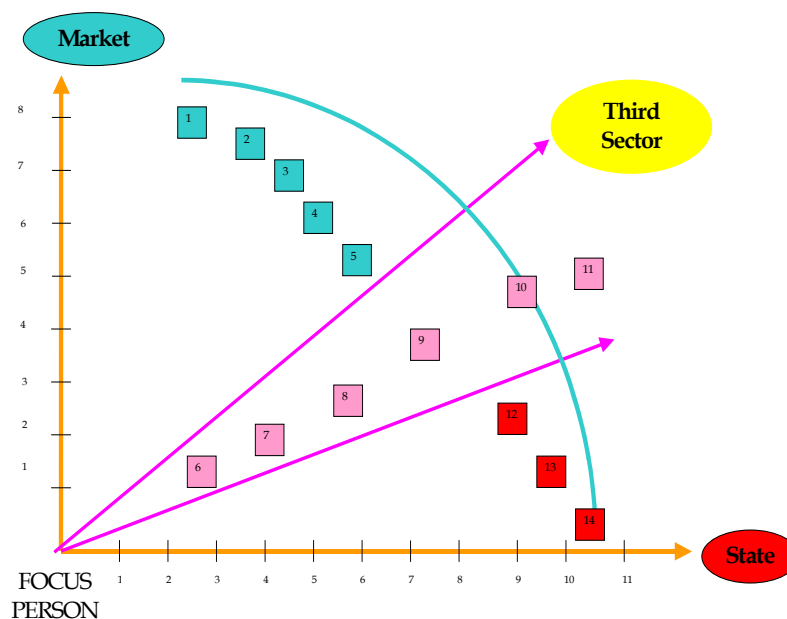
These “differences” should be “integrated” into a whole and unified process only through an effective governance style: policy is to be able to achieve a “common” path for all the players involved. Though it could not be easy, there are no alternatives. This is the reason why some national governments prefer to use a “centralistic” and authoritarian methodology: simpler in the decisions making, less effective in the problem solving. Problems are only delayed: they will be raising later much heavier than expected.

1.22 The role of the third sector: the hinge of the integration

The social policy aims to generate and re-generate the solidarity and trust between the citizens, especially for those who are less favoured, like the immigrants.

But many problems of the modern society cannot be resolved with the two traditional actors or players: the state and the market (dual governance style).

Fig. n.13: Between the state and the market, the third sector plays a role more and more



important in order to keep the focus on the persons and citizens (immigrants included) in the globalization.

Comments: the image shows that in the modern society, based on the net economy, information technologies, networks, knowledge, intangible assets etc., neither the state nor the market are able to find the solutions for many (too many) problems raising from the increasing complexity. They seem to be more and more distant from the citizens (individuals, families, communities). The third sector is becoming, day by day, the “area” where the “social capital”, that’s the basis of all the civil consistency and liveable existence and co-existence, can be protected, re-newed, regenerated and be the source of the “fitting solutions”(tailored) for the old and new needs and expectations of the persons (immigrants included). The number placed along the three dimensions of the social and institutional dynamics, represent the social bodies and their “distance “from the “person”: e.g. n.1 is the “stock exchange” and the financial (international) institutions and corporations. Their interest to the “persons” is quite nil. Along the “state” dimension, we have n.14: more the bureaucracy is distant from the citizens (“persons”), more their interest for their needs and expectations is near to zero. The third sector tries to create an “open” space of availability, accessibility, solidarity, participation, care and involvement of the citizens and “persons”, especially through the daily networking approach. Without this action, many societies are collapsing and their quality of the life, their level of “happiness” and well-being is low, even not existing. The less the societies (states, countries, regions etc.) enjoy the active presence of the third sector, the worse is their condition from every point of view, also for the immigrants’ integration policy. In this “huge” challenge, only the action (daily) of the third sector can adjust and yield the action of the state and market: additionally, it can also have a “moral” power to ensure the actual “governance” of the integration, that’s the “concertation”between all the social and institutional players. If the state or the market or both are permitted to act without any involvement of the civil society and its actors (and the third sector is there to stand surety for them), their natural, irreducible propensity is to prefer one of the negative governance styles we already mentioned in Fig.n.8.

1.23 Second approach of the benchmarking programme: the best practices

Firstly, it is useful to clear almost the main relevant concepts and definitions in use for our research:

⇓ BENCHMARKING

The concept of ‘Best Practices’ comes from the method of benchmarking, which is used by the management sciences and the systems of quality.

Originally, the word benchmarking was used in topography to indicate a distinctive sign on a wall or a tree, a stone or a building which served as *a reference point* for the position or the height of an observer, with respect to relieves as well as tides, floods, etc.

Today it is used as a synonym of ‘comparison based on the Best Practices’ of an organisation, firm, and team.

Benchmarking has become a management instrument as it supplies information which helps the managers of a public or private organisation to know *'where they are'* with respect to leader organisations or organisations which belong to their competitive system and which are better than theirs.

The European Union stimulates and promotes continuously the best practices exchanges between institutions, organizations and enterprises in Member States, in order to facilitate, to favour and to improve both public and private governance styles: as far as public institutions are concerned, the major interest of the EU is to introduce and ensure the democratic consistency and effectiveness of them with respect to citizens' well-being.

⇓ **BEST PRACTICE**

"A process for rigorously measuring your performance versus the best-in-class companies and for using the analysis to meet and surpass the best-in-class".

An organisation that presents a Best Practice is not necessarily the best in each area; in reality, such an organisation doesn't exist. There follows the necessity and the usefulness of an exchange, someone that can show Best Practices in some given processes or performance and someone else in other processes or performances.

⇓ **SBA**

Strategic Business Area: is the management area, which represents the specific subject of benchmarking and of the Best Practices to adopt. In the case of our Programme, it refers to the most innovative and effective models for a quality management of the immigrants' integration policies whose aim is to favour the growth and the improvement of the governance style and the policy issues and actions therein.

⇓ **PDCA or DEMING'S WHEEL AND THE CONTINUAL IMPROVEMENT**

W. Edwards Deming, an American, is considered one of the fathers of the Quality Systems. Among his methodological proposals to offer managers and programme or project leaders a rule to achieve the objective of continuous improvement (which is one of the pillars of Quality Systems), there is the PDCA which is the acronym of 4 words: PLAN, DO, CHECK, ACT. This rule is usually visualised through a 'loop' as each stage influences the next and so on. This is the so-called continual improvement commitment, which is compulsory in our innovative and competitive society. Deming ironically said: "Improvement is not compulsory. Neither the survival".

1.24 Are the best practices always transferable?

The best practices on the integration policies could be transferable under certain conditions. Therefore, we have to be prudent in this transfer because of the following factors:

- a) *Temporal gap between the different countries*
- b) *The common errors sometimes are more frequent than the common solutions*

- c) *The well spread concern about the vast illegal behaviours of the citizens (e.g. black work)*
- d) *The lack of coordination between the European countries.*

1.25 Benchmarking as strategy for continual improvement

The most important tool to implement a strategy for improvement is the benchmarking. However, we have some considerations to do on this subject and draw the attention of the experts to the limitations of the benchmarking programmes.

We could summarize these limitations to the following aspects:

- **Relativity**
- **Transferability**
- **Reversibility**

The **relativity** is implied in the concept of benchmarking, that is a “methodology” to join the best.

The best in absolute does not yet exist: all the partners involved in this programme are asked to continue their creative work and to “shape” this report according to their own reality, institutional and social conditions, the different stage where they are, looking for the “harmonization” in the diversity: the integration is a result of a “process”(generally slow and gradual).

Paving a way to the integration becomes possible only through the “subjective” key of the behaviours and attitudes above mentioned.

The same consideration should be made for the “**transferability**”: it is easier to transfer processes concerning the production of the industry than the processes of the policies, because of the elements of the culture, institutional setting, creativity or other skills which cannot be reproduced out of their milieu or social capital. Every nation (even every “man”) has its own pace in its own historic processes. The integration should be a co-operative path, not a draconian nightmare.

As far as the “**reversibility**” is concerned, we can have a society, an organization, an institution, a state, a region etc, that are excellent providers of the integration practices now, but not after a certain period. Reversibility and instability are embedded.

1.26 Integration and social capital

Integration policies have a close connection with social capital quality: the quality of the social capital should also be low or not existing at all.

According to the World Bank definition social capital is “the institutions, relationships, and norms that shape the quality and quantity of a society’s social interactions (World Bank, 2000)”, especially through the “trust” indicators. Social capital is explicitly relational. Individuals acting in isolation from one another cannot produce it. In sum, social capital reflects the value of cooperative social activity.

Families, communities and nations differ in their endowments of social capital. In some, the social networks that give rise to social capital are dense and efficiently organized. In others, levels of quality are low and the stock of social capital is meagre. Recent theory suggests that communities possessing relatively high levels of social capital will experience higher levels of economic performance and social welfare (other things being equal), inclusive of the integration of the "others".

1.27 How to evaluate the best practices quality:

Taking into consideration the central role of the open society and its social capital, the correct approach to quality of the integration policies should ensure that all the measures provided have the following traits:

- **Be honest:** "promises", especially those connected to "sensitive" human needs or expectations like job, must be offered and communicated with honesty;
- **Be realistic and achievable:** quality of integration policy requires also its "feasibility" as a matter of fact. The unfeasible programmes or projects, without appropriate resources (technological, human, cultural and financial), risk to enhance the level of expectations and create much more disappointment than the former situation, that people wanted to improve;
- **Have citizens and communities involved:** since the Nineties, also public institutions are clearly aware that the world and the society were becoming too complicate, with new phenomena such as internationalisation, globalization, innovation etc. The traditional forms of the institutional architectures and the representative democracy were no longer so precise and predictable like it was preached by the "functionalism". All the rules and the models of governance vs. government are rapidly changing: the "gap" between the citizens and the institutions enlarged day by day, the distance between formal leadership and the people was impressive and continues to be impressive up to now. This is the reason why new forms of "governance" have emerged, based on the participatory role of all stakeholders;
- **Be communicated and known by the people:** this requirement is linked with the success of the former statement concerning the degree of the citizen's involvement. To involve people, especially the immigrants, can be achieved through communication strategies and information equity;
- **Be specific and customized:** the success of the integration policies is at any rate connected to the perception that immigrants are considered "subjects", not a "mass". The most part of this effect is generated by the quality of the "personalities" who provide services, especially those who are in direct contact with them, even through the co-makship of the services;
- **Be measured in their effects** through citizens' satisfaction analysis and other performance measurement tools: quality of the integration policies must be measured, even if it is not easy. Without measurement, we don't have any quality at all. We are not dealing with a simple philosophical principle to be announced, but rather with a benchmark of this principle to be joined.

The quality is composed by many “truth moments“: all these moments correspond to the steps achieved, to the improvements performed, and to the failures and errors prevented.

1.28 Programmes for the future: a common strategy

One of the most relevant problems to be resolved is the weakness of the coordination between the European countries in the immigrants’ integration policies.

A remedy is to start and consolidate a steady programme of exchanges, not only at state or national government level, but also at regional and local level, where the impact of these policies is more direct and visible.

This is the reason of ROUTES Project: to set up a common strategy, meaningful best practices as experiences of success, value tables in accordance with the same references, firstly with the European Union guidelines.

The meetings we do have to become a “spark” for the common methodology and the common strategy.

The modern society is a networking society and the new governance implies a permanent cooperation: this is the new paradigm.

Moreover, the “European identity” is founded on the “pluralism” and the convergence of different languages, cultures, and populations towards the unity: **to be plural in the unity, to be unity in diversity.**

A SWARM OF BEES, A UNIQUE FLIGHT

(Ortega y Gasset about the Europe)

1.29 Sources and references:

The cultural background of the paradigms and concepts exposed in the chapter 1, especially the governance styles, the cross-cultural and diversity management, the dialogue between different cultures, the complexity of the globalization and the immigrants’ integration policy, refer specifically to a certain number of thinkers, philosophers, sociologists, anthropologists and writers, the most significant of which are:

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Regional Governance and the Integration of Immigrants: benchmarking between the partners

In the benchmarking programme on the “governance model” adopted for the immigrants’ integration policies, the regional and local authorities are directly concerned as principal actors and players therein: all the public partners gave their contributions in the description and evaluation of the “governance” model in use in their regions (e.g. the degree of the civil society players involvement in the decisions about the integration policies or the quality and the extension of the networking in their societies for the active problem solving of the different integration domains, like housing, education, language, culture, labour market etc.).

2.1 APULIA⁸ (*Italy*)

2.1.1 Region of Apulia

Regione Puglia
Lungomare Nazario Sauro, 31/33
70121 Bari
Italia

2.1.2 The variable components of Regional Governance are:

- The **‘relationship’** between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration)
- The necessary **‘instrument’** and the regulations to manage this ‘relationship’
- The **‘procedures’** that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region

The Regional authorities are increasingly co-operating with structures of other local stakeholders as well as NGOs, charities, trade unions, and business actors dealing with issues concerning the integration of migrants. Those actions take shape in a participatory involvement within “work-tables” summoned in order to give those organisms voice about their views and concerns while drafting specific pieces of legislation

⁸ Authors: Antonella Biseglia, Annamaria Candela, Salvatore Petronella e Sergio Maglio.

[such as the current meetings for the upcoming Regional Law on Immigration] or outlining interventions and project ideas [such as the one addressed as Apulia's best practice].

2.1.3 Brief description of each Regional Governance aspect

- **Housing.** It is a very important aspect of integration. Housing conditions may impact the sense of security and stability but also social connections and interactions with other. Most importantly, it may also affect access to healthcare, education and employment.

Apulia Region is in the process of experimenting social real estate agencies set up by provinces and municipalities. It also included a specific article in the new regional immigration law about housing. Moreover two different initiatives have been focusing so far on reception and accommodation for immigrants, mainly seasonal workers and victims of trafficking or sexual and/or labour exploitation.

- **Education.** Access to-and progress within the education system is very important in terms of achieving further goals such as opportunities for employment, for wider social connection and for language learning

Non-Italian children are 1% of schoolchildren in Apulia. Their success rate ranges from 94% to 99%, with 99% being the percentage of foreign children succeeding in elementary school and 94% being their success rate in high school. In the past few years, the Regional School Bureau (Ufficio Scolastico Regionale) particularly insisted on strategies, which include recourse to cultural mediators and Italian language classes for parents as well as for children. Cultural mediators are trained in special courses funded by Apulia Region.

- **Employment.** Obviously employment generates income and social status. It is also considered to be one of the most important aspects of integration.

Unemployment in Apulia is unfortunately very high, and it especially concerns vulnerable groups such as women and disabled people. According to Caritas data, migrant workers are 5.4% of Apulia workforce, but only about 44% of migrant workers are (legally) employed. The negative effects of this "shadow" labour market include, but are not limited to, under-employment with respect to immigrants' educational level and professional expertise, ethnic and gender segregation (African and Asian immigrants expected to work as peddlers, immigrant women expected to work as caretakers, etc.), and even slave-like working conditions in some industries such as farming. Apulia Region is implementing both legal tools (see below pieces of legislation) and grassroots programmes to contrast the latter phenomenon in particular.

- **Health.** The key issue is equality of access to health services. Good health enables greater social participation and engagement in employment and education activities.

In Apulia, only about 30% of immigrants qualifying for the national Italian health service is registered with a General Practitioner. This issue is being addressed with the re-organisation of the whole regional social and health service system ("piani di zona"), with the new regional law on social services, and will be addressed by the upcoming regional law on immigration, which has a specific article about immigrants' access to health care.

- **Social participation.** Establishing social connections with people of other nationalities, ethnic or religious groupings and interacting with them.

Several studies show that immigrants in Apulia enjoy relatively high levels of integration with locals, and many are active members of an association. Apulia Region is going to set up a regional register of associations of and for immigrants, which will give right to regional funding.

- **Legal and political.** Equal political and social rights to all citizens. Guaranteeing certain core rights to immigrants.

Because the right to vote has not been granted to immigrants by the Italian government yet, Apulia Region is looking for ways to let them participate in local public life, such as special advisory bodies, which already exist on a municipal level. A regional-level advisory council (Consulta) is laid down by the upcoming regional law on immigration, but it needs to be defined yet.

- **Cultural integration.** Creating an atmosphere of mutual understanding in a society.

Cultural integration is difficult to assess. Some indicators show that interethnic marriages are low but growing and need to be added to the number of informal cohabitations and partnerships, which are also difficult to assess. Apulia Region, together with the Regional School Bureau, has placed a lot of stress on language teaching, both on a municipal and on a Regional level, with specific funds being allotted to this activity.

2.1.4 Aims and objectives of the Regional policies for all the aspects

When the new Regional Administration came into office in 2005, nothing had been done for immigrants before. One of its first actions was to call all stakeholders of immigration in Apulia to set up a think tank (called "Stati Generali" or "Puglia Aperta") which has been a starting point for regional immigration policies. Housing, labour and healthcare were some of the issues raised, and are the main areas our Department is currently working on.

About housing, Apulia Region is in the process of experimenting social real estate agencies set up by provinces and municipalities in cooperation with NGOs, whose aim is to provide rotation and guarantee

funds to help foreign residents deal with rent, banks and mortgages, as well as to facilitate the restoration and letting of disused public and private property at low prices. It also laid down a specific article in the new regional immigration law to facilitate immigrants' access to public housing.

Apulia Region is also approaching underemployment and slave-like working conditions for immigrants both through legal tools and through projects including outreach, shelters and job placement facilitation. The Regional Labour Department (Assessorato al Lavoro) issued a law against employers exploiting illegal workers, which has been recently erected as a model at EU level. Together with our Welfare and Migration Flows Department (Assessorato alla Solidarietà – Politiche sociali e Flussi migratori), it sets up a pilot programme to provide shelter and relocation of exploited (legal) immigrant workers, in partnership with municipalities particularly affected by the phenomenon, called "Albergo Diffuso" (spread home hospitality).

Moreover, besides the current drafting of a regional law on social services which includes specific articles concerning immigrant workers, it is leading a multiform project funded by the Ministry of Welfare, whose aims are to provide outreach, shelter, legal, health and social counselling, work orientation and training to exploited legal and illegal workers, and training for law enforcement agencies. This project is in partnership with four leading NGOs and charities with a long record of activities in favour of immigrants.

As for health, Italian Regions are bound by national law to facilitate equal access of legal aliens to public services and to facilitate access to basic care to illegal aliens too. Unfortunately, several studies funded both by governmental and non-governmental organisations revealed that Apulia is not yet complying with national standards of health care access and service provision to immigrants. Apulia Region is trying to redress this by laying down specific and binding legal and economic provisions for municipalities to step up their services to make them more available and immigrant-friendly.

2.1.5 Description of the concerned legislation for each aspect

The main regional legal tools to approach problems and opportunities of immigration in Apulia are the law regulating the provision of social services of July 2006, the regional law against illegal and exploited labour of October 2006, and the upcoming regional law on immigration.

The first one regulates the provision of social services to all residents of Apulia, including immigrants. Its main beneficiaries are families in general and vulnerable groups in particular, such as the aged, minors, and people with various social malfunctions. Its aim is to give the Department tools to approach the reform of social services, based on defined and verifiable data. That is why it set up monitoring bodies such as a Regional Observatory of Social Services, which is supposed to gather data concerning social issues in Apulia. Its enacting law ("regolamento attuativo"), in particular, spells out the standards public and private service providers must abide by in order to be certified and funded by Apulia Region.

The second tool is a law which aims at contrasting illegal and exploited labour by defining production indicators which should make it easier to detect non-complying companies, which are then denied regional, national and EU funding [up to 5 years] and face legal charges. It clamps down on employers of undeclared workers, without penalising the workers themselves. In compliance with this law, a recent act has provided for the setting up of a Regional Observatory on Irregular Labour and a database in cooperation with several public bodies. The very content of the law has been seriously taken into account by the Italian Government.

Finally, the upcoming regional law on immigration stems from national immigration legislation and from the regional law on the provision of social services. It regulates all aspect of immigrants' life (rights and obligations, integration, monitoring bodies, intercultural mediation, assistance, schooling, work training, protection of victims of trafficking, etc.).

2.1.6 Results achieved and impact on the Region (by outcome indicators)

It is too soon to speak of results because the current administration has only been in power for two years and it started from scratch. The first results are coming from the pilot projects, which, however, because they are pilot projects, are limited in scope. A first result is the opening of a communication channel with charities, NGOs, business actors and trade unions, which are stakeholders of immigration and generally the inclusion of immigration in social policies, which was never done before. One indicator of this is budget provision for immigration-related activities and the creation of a specific office within the Department, which is in charge of managing the money, setting up calls for tender, participating to projects, etc. The budget has steadily increased, reaching 500,000 € in 2006 and probably increasing still this year.

2.2 BUDAPEST⁹ (Hungary)

2.2.1 Region of Budapest

Region of Budapest
Simmelweis utca, 17
1052 Budapest
Hungary

Regional level does not exist in the Hungarian public administration system. Regions have been created in 1998 in order to comply with EU standards for the allocation of Structural Funds (especially Objective 1).

⁹ Author: Andras Kovats.

They are only planning and statistical units (in NUTS-2 level), without elected officials. Their mandate have been very limited in the period 2004-2006 since the first National Development Plan (NDP) of Hungary was rendered on national level on initiative of Brussels; regions were only partly involved in the elaboration of the plan (mostly in the social reconciliation process) and had only very limited resources to allocate. In the 2007-2013 period their scope of competence increased, since in the New Hungary Development Plan (NHDP) each region has its own Operative Programme (OP). Although it grants them a certain capacity in social cohesion policies, since they are not incorporated into the public administration system, they cannot be perceived as core actors.

The Hungarian public administration system is characterised by strong local governments, with a wide range of compulsory (and even wider range of voluntary) mandates. Unlike the public administration of the socialist era where a highly centralised system of local councils existed, in 1990¹⁰ the Parliament established a system of highly autonomous local governments, with compulsory activities including (among others) spatial development and planning; primary education; primary health and social care; management of public housing; as well as the promotion of rights of national and ethnic minorities. (Act No. LXXVII of 1993 on the Rights of National and Ethnic Minorities lists 12 national minorities and one ethnic minority group (the latter being the Roma) and defines the rights and a wide range of opportunities for recognised minorities (e.g. in terms of minority education), however these do not apply for migrant groups not belonging to any of the recognised minorities.) Local governments also have a role in providing maintenance for migrants. Long-term resident third country nationals are entitled for local care/maintenance and benefits administered by the local government.

In Budapest a special, two-tier system came into existence. The municipal government is in charge of issues relevant for the whole capital or its larger parts, while the mandate of districts cover issues affecting their own territory. The levels are theoretically not hierarchical; they differ in mandate and responsibilities. The Act on Local Governments delegates many of the compulsory activities of local governments to districts in the two-tier system (e.g. provision of benefits for refugees and migrants is in the mandate of local governments).

Referring to the above, in order to present a valid analysis, below we concentrate on the **Municipality of Budapest**, in addition, where relevant, we include information on district level local governments.

Profile of the governance style in the immigrants' integration policy issue

Although several steps have been taken to introduce measures of anti-discrimination and migrant integration, such as the transposition of the Racial Equality Directive, the Directive on Family Reunion and the Directive on Long-term Residents in the Hungarian legislation; establishment of an Immigration and Nationality Department in Ministry of Justice and Law Enforcement; compilation of a White Paper on Integration of Third-Country Nationals with proposed legal and institutional framework and practical

¹⁰ Act No. LXV. of 1990 on Local Governments

measures; government initiatives for the elaboration of a Migration Strategy, so far **no coherent migration policy exists in Hungary** (recently, in February 2007 the government withdrawn the draft Migration Strategy after it was heavily criticised for being pro-immigrant, and leading to the 'dumping of millions of Asian immigrants to the country').¹¹ In the lack of such a consensual, comprehensive policy (1) migration-related measures are based rather on an operative, highly pragmatic approach (2) the role of NGOs in the provision of supports and services is inevitable, even in areas where otherwise the involvement of public authorities might be necessary (e.g. assistance in access to social care). However, the participation of NGOs increases the flexibility of migrant-related programmes.

Similarly, in Budapest no coherent immigrants' integration policy exists either on municipal or in district level. Attempts were made for the elaboration for a municipal integration strategy by the Municipality of Budapest and Menedék – Association for Migrants, but by now the process came to a halt. At present, the NGO Foundation for Development of Democratic Rights (DemNet) makes efforts to establish a local coalition in the 8th district of Budapest (characterised with the highest ratio of migrants in the capital) with the aim of facilitating dialogue regarding issues of the social integration of newcomers, which might be the first step towards an integration policy in the district, but at present the coalition is just being built thus results are not yet discernible.

One of the reasons of the lack of such policies is supposed to be the relatively low ratio of foreigners compared to Western European countries, and the specific composition of migrants. According to recent official statistical data, the ratio of foreigners (foreign citizens with a residence permit) is 1,5 per cent of the total population of Hungary¹² and 3,9 per cent of the population of Budapest (the actual number of foreigners is supposed to be slightly higher due to the presence of undocumented migrants, but their number is inestimable.) However, Budapest is the most important concentration point of foreigners in the country, 43 per cent of foreigners while only 17 per cent of the total population lives in the capital.¹³ As to the composition of migrants, according to official statistics referring to foreigners with a residence permit, nearly two third of foreign citizens living in Hungary arrived from neighbouring countries (nearly 100,000 persons) and – although exact numbers cannot be provided – most of them are ethnic Hungarians. It applies to Budapest as well, although the concentration of foreign citizens from neighbouring countries is relatively lower than that of other migrant groups. Still, they comprise the most numerous migrant group in the capital (approx. 30,000 persons according to official statistics). The issue of integration is strongly affected by this fact, since this type of migration flow concerns people, who on the basis of common language, common culture and common ancestry are considered by themselves and by others as belonging to the same ethnicity/nationality as the members of the host society, thus in case of ethnic Hungarians the issue of integration is perceived to be irrelevant.

¹¹ See the Migration Policy Index – Hungary, available at:

http://www.integrationindex.eu/integrationindex/index_browse.jsp?viewBy=Hungary%3A%3AHungary&type=All

¹² The ratio of foreign-born population is 3,1 per cent, source: UN Department of Economic and Social Affairs, Population Division: International Migration 2006.

¹³ Bumberák, M-Hegedűs, R-Kóródi, M-Kőszeghy, L-Tomay, K-Váradi, L-Zakariás, I (2007) Experiment in Newcomer Integration, WP5 Thematic studies. Presence and impact of foreigners in the 8th district of Budapest (manuscript compiled for the *Demokratikus Jogok Fejlesztéséért Alapítvány* (DemNet) [Foundation for Development of Democratic Rights]).

However, Budapest is the primary concentration point for migrants from China and Vietnam, 87 per cent of these groups living in Hungary settled in the capital, which, according to official statistics, constitutes a community of more than 10,000 persons. The actual size of the community is supposed to be greater, due to an inestimable number of non-documented migrants. According to experts, migrants from countries geographically, culturally etc. more distant are more likely to settle in the capital,¹ this is the reason why more than half of the foreigners from Africa, South America, other countries of Asia can be found at Budapest (approx. 14,000 persons). The uneven spatial distribution of foreigners can be perceived within the boundaries of the capital as well; the highest ratio of migrants is to be found at the 8th district (Józsefváros) where according to official statistics 6.5 per cent of the total population comprises of foreign citizens. In 2006 a specific research aimed at the investigation of the presence of foreigners in the 8th district and their effects on the locality, its main results are incorporated in the present study.¹⁴

Although there is no specific policy for migrant integration, some basic features of the system of local governments is worth to mention, since they affect all policies and programmes where local governments are involved.

The current Hungarian system of local governments is favourable from the point of view of subsidiarity. However, the strong fragmentation (in Budapest, besides the Municipality of Budapest, 23 district local governments operate) counteracts co-operation, leading to the lack of a wider perspective in policy-making. In case of Budapest the two-tier system of local government poses special problems, as the municipality and the districts are able to blackmail each other, leading to blockage of policy-making processes. In these cases the municipality warns of disintegration and impossibility to enforce a comprehensive approach; while districts tend to feel oppression. In sum, the fragmentation hinders the implementation of multi-dimensional, multi-level, co-operative, flexible policies.

2.2.2 The variable components of Regional Governance

- **The 'relationship'** between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration).
- The level and quality of the three P (Public Private Partnership) governance: there are no such programmes related to migrants in Budapest.
- The level and quality of networking processes: Co-operation between main actors in migrant integration (co-operation of NGOs and IOs with each other, cross-sectorial co-operation between the former and governmental organisations or local governments) exists, but these co-operations are often not formalised, they are strongly based on informal personal networks. So far no strong, formally established networks of stakeholders have been formed, in part as a result of migration not being a forefront policy issue. However, new initiatives appeared recently, aiming at the formation of more established migrant-related networks, promoted by NGOs (Menedék, Demnet).

¹⁴ Bumberák, M-Hegedűs, R-Kóródi, M-Kószeghy, L-Tomay, K-Váradi, L-Zakariás, I (2007) Experiment in Newcomer Integration, WP5 Thematic studies. Presence and impact of foreigners in the 8th district of Budapest (manuscript compiled for the *Demokratikus Jogok Fejlesztéséért Alapítvány* (DemNet) [Foundation for Development of Democratic Rights]).

At present there are two significant networking initiatives with relevance to Budapest.¹⁵ One of the networks organised by Menedék – Association for Migrants aims to establish a country-wide network of organisations that work in the field of migration and refugees in Hungary. The other initiative, by DemNet aims at the establishment of a broad local coalition in the 8th district of Budapest with the involvement of a wide range of stakeholders including local politicians, officials, leaders of institutions, trade unions, and NGOs, in order to facilitate dialogue in migrant-related issues (see above).

- The level and quality of social players involvement: the participation of trade unions or other social players is not a significant issue, since no contacts exist between migrants and such organisations (e.g. although there are no formal obstacles to enter trade unions, in fact migrants do not appear in trade unions at all).

- The necessary '**instrument**' and the regulations to manage this 'relationship':

As noted above, co-operation is often informal; therefore no established mechanisms exist for the management of such networks. As to newly established networks mentioned above, the initiative of Menedék includes the opening up of new spaces for communication (e.g. web page) and facilitation of information exchange via other means (e.g. compilation of an information material 'Who is who in the Hungarian Immigration Affairs?') in order to manage relationships between the participants. The initial stages of network-building in the 8th district include a meeting with the involvement of all actors, where results of the preceding research will be presented; moderated discussion will be held on migration-related problems of the area; and further steps of network-building will be defined. Since both programmes are newly launched, effectiveness of such instruments cannot be evaluated.

- The '**procedures**' that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region:

There are no formal incentives especially aimed at encouraging such networking activities. As mentioned above, migration-related programmes in Hungary are usually based on a highly pragmatic approach, thus co-operation is often motivated by pragmatic necessity (e.g. pooling of resources), in some cases, financial factors play a role (e.g. co-operation is needed for being eligible for larger scale programmes).

2.2.3 The analysis of Regional Governance concern the following aspects:

- **Housing (Number of migrants that own a house/ compared with overall number of house owners):** No data are available regarding the home ownership status of number/ratio of migrants compared to the total population. Qualitative sources suggest that compared to the native population, it can be assumed that migrants are less likely to live in subsidised public rental flats (although it is not a common form of housing for the native population either) much more

¹⁵ For details see the Good Practices part.

likely to live in private rental flats, the ratio of home owners among migrants is supposed to be lower compared to natives. For details see Part 4.1.

- **Education (Distribution of migrants according to educational qualifications attained in their country of origin and recognised in the host country or attained in the host country):** Data on this issue can be only derived from the 2001 national census.¹⁶ Education levels are shown according to ISCED levels. Data are not split according to settlements; so it is only possible to talk about the situation of the entire country instead of Budapest. Data show that migrants have a slightly higher level of completed education, the ratio of migrants with upper secondary and tertiary education is considerably higher than similar data for the total population.

Table n.1: Educational levels among total and migrant population (%):

	No education at all	Pre-primary ISCED 0	Primary ISCED 1	Lower second. ISCED 2	Upper second. ISCED 3	Post second. ISCED 4	Tertiary ISCED 5	Total
Total pop	5	7,8	12,8	28,5	35,8	0,9	9,2	100
Migrant pop	6,2	5,4	7,8	23	39,7	0,6	17,3	100

Source: National Census, 2001

However, most illegal migrants, who are supposed to have lower quality education, fell out of the scope of the national census.

At present 0.7 per cent of the total school population of Hungary is foreign citizen; most of them are ethnic Hungarians. However, similarly to the overall regional disparities in the distribution of migrants in the country, the migrant school population also concentrates in the capital, although the ratio of foreign students is still considerably lower compared to similar Western European cities. In 2006, the number of foreign students in the CH region added up to 1.3–1.5 per cent of the total school population, whereas 2 per cent of the kindergarten and primary school pupils and 1.6 per cent of the secondary students were foreign citizens.

- **Employment (Number of employed migrant workers/ compared with overall number of employed workers):** Data can only be derived from the national census.¹⁷ Similarly to the situation in education, data are not split according to settlements, thus only national level data are available. The 2001 census showed that 42 per cent of the foreign citizen population was employed compared to 36 per cent of the total indigenous population. Unemployment rates were

¹⁶ Source: Data of the CSO, cited by Hárs, Á-Váradi, L (2007) Budapest city report in the framework of the FP7 project LOCALMULTIDEM (manuscript)

¹⁷ Source: Data of the CSO, cited by Hárs, Á-Váradi, L (2007) Budapest city report in the framework of the FP7 project LOCALMULTIDEM (manuscript)

also lower among educated foreigners (3.6 vs. 4.1 per cent) and the proportion of inactive foreigners is also low.

Table n.2: Labour market activity of natives and resident immigrants (%):

Labour market position	Employed	Unemployed	Inactive	Dependant	Total
Natives	36.1	4.1	32.5	27.2	100
Total foreigners	42.2	3.6	20.2	34	100
Foreign citizens	43.4	3.8	18.9	33.9	100
Dual citizens	35.7	2.6	26.9	34.8	100

Source: Central Statistical Office, population census 2001

However, qualitative sources suggest that especially among newly arrived non-Hungarian migrants (not included in the above census data) access to the labour market is problematic. (See Part 4.3.)

- **-Health (Number of migrants registered with General Practitioner/ compared with general population):**No data are available regarding the number of migrants registered by the National Health Insurance Fund.
- **Social participation (Number of migrants that participate in civil society):**No data are available on the number or ratio of migrants that participate in civil society. Some qualitative information is available, see in Part 3.5.
- **Legal and political integration (Number of migrants that own the host country citizenship or number of migrants that participate in politics):** *Number of migrants that own the host country citizenship:* Between 1993 and 2005 approx. 100.000 persons were naturalised, approx. 80-90 per cent of them are ethnic Hungarians.¹⁸ *Number of migrants that participate in politics:* No data are available. For qualitative information, see Part 4.6.
- **Cultural integration (acceptance by migrants the basic norms of the host region/ migrant's choice of spouse/ migrant's language skills/ migrant's delinquency):** No data are available regarding clashes of norms or migrants' delinquency. However, a recent research provides quality information on civil organisations' strategies regarding the creation of social capital via cultural organisations, see in Part 4.7.

¹⁸ <http://demografia.hu/Korfak/KorFa-2006-2-3.pdf>

2.2.4 Brief description of each Regional Governance aspect¹⁹

Housing:

Unlike most Western European countries, in Hungary, the overwhelming majority of the housing stock is in private property. In the 1990s most of the former public rental flats were privatised, as result of which the level of rental flats in Hungary is the lowest in Europe, according to formal statistics, the ratio of public rental flats is 5 per cent (nearly all of them are subsidised tenancies) and the ratio of private rental flats is 3 per cent, though the actual numbers might be a bit higher due to non-registered rentals. Due to the insignificant rate of public rental flats there is hardly any space for the operation of social rental housing system in Hungary.

The operation of this – insignificant – stock of subsidised public rental flats is in the mandate of the local governments, in Budapest, the district governments, while the municipality may only have a co-ordinating role.

This fragmented system of housing also implies that there are no comprehensive data on the housing situation of migrants compared to the whole population. (Moreover, local governments often refer to data protection regulations as a reason for the lack of data. The Act LXIII of 1992 on the Protection of Personal Data and Public Access to Data of Public Interest indeed defines data on national or ethnic origin as “sensitive data”, prohibited to collect without the concerned person’s explicit consent, but it does not forbid the collecting and aggregating data for citizenship. In practice such data are not available.)

A recent research in the 8th district of Budapest found that most of the migrants solves his/her housing in private means, either by private rental or by own ownership (the latter is perceived to occur less often). Private rental counts as the most expensive form of housing, in addition, many of such rentals are informal (in order to avoid taxation) thus no formal contract exists to secure the rights and obligations of parties. The research also showed that some of the migrant workers staying temporarily live among unacceptable living conditions (rental of sleeping lots).

Although supported social rental flats are available for long-term resident third country nationals as well, if they are registered residents of the municipality for a given number of years, (usually three but each municipality has it in its discretion to establish this time), with no regard to their citizenship, in practice, migrants did not tend to apply for such flats, in part as the result of lack of information or insufficient time spent as local residents.

The Office of Immigration and Nationality of the Hungarian Ministry of Interior tries to improve the housing conditions of refugees with different forms of subsidies (support for settling/leaving the refugee camp; support for housing; support for the foundation of an own home) but detailed rules of those subsidies make it impossible for many refugees to access them. In addition, the time frame of such supports is limited. Other groups of migrants are not entitled for such supports.

¹⁹ Except where noted, the content of the sections below relies on Bumberák, M-Hegedűs, R-Kóródi, M-Kőszeghy, L-Tomay, K-Váradi, L-Zakariás, I (2007) Experiment in Newcomer Integration, WP5 Thematic studies. Presence and impact of foreigners in the 8th district of Budapest (manuscript compiled for the *Demokratikus Jogok Fejlesztéséért Alapítvány* (DemNet) [Foundation for Development of Democratic Rights]).

Education:

The level of education of the migrant population is in general higher than that of the total population (see above), mainly due to the presence of specific migrant groups e.g. foreigners who arrived in the framework of university training programs, returnees etc. However, it can be assumed that certain, less educated migrant groups fell out of the scope of the national census although being present in the population of the country, including the capital.

The proportion of foreigner children in the educational system as a whole is not significant. Most of the foreign citizen students are ethnic Hungarians, in their case no significant integration problems arise.

However, linked to the above-mentioned uneven territorial distribution, foreign children – including non-Hungarian children – tend to concentrate in certain schools, which poses specific problems. Researches show that local residents as well as education institutions are less tolerant and inclusive near reception centres.²⁰ Schools often reject the admission of refugees because they cannot cope with their specific needs and are afraid that it would cause problems in their educational and pedagogic work. In addition, in some cases parents of Hungarian pupils put schools under pressure to reject foreign children, otherwise they take out their children from the school– which would generate financial difficulties, or might even lead to the shutdown of the institution. Inasmuch schools regard refugees as ‘temporary visitors’ (because they often travel further after some weeks or months).

Employment:

Altogether, the labour market position of the resident foreigners is better than that of the indigenous population, the reason of which is partly their different (younger) age composition, but also better education (see above, in Part 3.2).

The composition of foreign workforce in Hungary is very specific as it is dominated by ethnic Hungarian employees coming from neighbouring countries (Romania, Slovakia and the Ukraine) and since they have no communication difficulties and are also quite flexible they are much sought after workers in many areas, such as the building industry, health care, agricultural seasonal work, and domestic assistance. In 2006 80 per cent of work permits were issued for employees from the above three countries. Illegal employment is prevailing; however, no reliable estimations can be made referring to its scale.

However, qualitative sources suggest that certain, mainly non-Hungarian migrants may have problems with accessing the labour market, related to administrative regulations (e.g. asylum seekers are only entitled for a work permit after one year) and discrimination.

Health:

Health care services provided for long-term resident third country nationals are the same as those for Hungarian nationals. They are entitled to the whole range of health care services available upon their contribution to the national health insurance scheme. Non-documented migrants fall out of the scope of the services.

²⁰ Szilassy Eszter-Árendás Zsuzsa (2006): „Mi már a cigány gyerekek kapcsán megtanultuk a másságot”– menekült gyerekek és az őket tanító pedagógusok diskurzusai, in: Feischmidt Margit-Nyíri Pál (ed.) Nem kívánt gyerekek? Külföldi gyerekek magyar iskolákban, Budapest: Sik Kiadó

Social participation:

Although there are no official quantitative data on the civil society involvement of migrants, a recent research provides qualitative information on the presence of migrants in civil society organisations in Budapest, e.g. Hungarian immigrant organisations, organisations of Chinese and Vietnamese, organisations of migrants from Africa.

Legal and political integration:

The provisions for migrants to become Hungarian nationals are very unfavourable (see Part 5.6) therefore difficult to fulfil for most of the migrants. The fact that the overwhelming majority of naturalised persons are ethnic Hungarians (i.e. non ethnic Hungarian migrants are underrepresented among those naturalised) might be a consequence of the above.

Migrants have favourable electoral rights and are allowed to create associations and participate in political parties (see Part 5.6.) but no specific implementation measures support such activities, not independently from the above, there is a lack of migrant involvement in politics.

Cultural integration:

As noted above, most of the migrants in Hungary are ethnic Hungarians, most of whom are native Hungarians; therefore no language problems arise with regard to this migrant group.

As to non-Hungarian migrants, recognised refugees are entitled for a 360-lesson language course by the Hungarian state. However, experiences of Menedék suggest that this amount of language education is not sufficient in order to begin an independent life in the country. NGOs such as Menedék hold regular language courses for migrants.

A recent research aimed at exploring strategies of migrant organisations regarding the creation of social capital via civil activity in culture in Budapest. The research found diverse organisational strategies. Some organisations focusing mainly on the support of origin societies might aim to maximise their support and organise events that might attract the possible greatest audience with a major emphasis on actors playing a main role in the distribution of funds and resources; thus create bridging and linking connections²¹ among actors from heterogeneous backgrounds. Organisations that are centred on migrants of better socio-economic background (e.g. ethnic Hungarians) might maintain diasporic homogenous organisations and target their cultural activities and programs towards co-ethnics.

Organisations specialised in supporting migrants – created and operated basically by non-migrants – have a central role in creating bonding ties, as well as bridging connections between migrants and hosts and linking ties between migrants and formal institutions on the field of culture.

²¹ See concepts on bonding, bridging and linking type of connections by Putnam, Woolcock and Narayan.

2.2.5 Aims and objectives of the Regional policies for all the aspects

Housing:

Although certain provisions concerning all local governments in terms of the provision of housing exist, e.g. long-term residents of third country nationals registered in the territory of a local government are entitled to apply for subsidised public rental flats irrespective of their citizenship, there are differences between the details of local regulations, since all local governments are entitled to elaborate their own housing policies. (Non-registered migrants are not eligible for social housing.) According to available information the issue of housing of migrants does not appear in local housing policies, in some cases referring to equal opportunities for all, interpreted as the 'indifference' of origin. (It does not appear in the national housing policy either).

Migrants (especially those who do not speak Hungarian), although formally entitled, might be unable to access social housing due to the lack of information, while at least in case of a Budapest district recently analysed no specific efforts were made to provide them the necessary information (not to mention complicated and non-transparent bureaucratic routes which are difficult to cope with even for natives).

Education:

The need for the development of a complex educational strategy for immigrants was put on the agenda for the first time related to Hungary's accession to the EU. In the framework of transposing the EU requirements to the Hungarian legal system, Hungary accepted to provide discrimination-free entrance and participation in the public education for all non-Hungarian minors, school age children, with the same conditions as for Hungarians. Article 110 of the Act on Public Education deals with the education of foreign citizen minors in more detail.

The Ministry of Education passed a ten-year migration strategy in September 2005, based on the existing legal framework and the EU requirements referring to migration and education of immigrant children. According to the strategy, the ministry undertakes the charge to fulfil the pedagogic and administrative tasks related to the education of immigrant minors staying at the territory of Hungary.

As described above, primary education falls in the competence of local governments. There is no comprehensive information on local education policies; however, according to the already referred research carried out in the 8th district where the presence of migrants is most perceptible in the whole capital, the issue of integration did not appear in the local education policy.

The Ministry of Education introduced an intercultural pedagogic programme for schools educating migrants' children, the first one which thinks over tasks related to the teaching and inclusion of non-Hungarian citizens in schools. Pursuant to the authorisation conferred in Section 110(8) of Act LXXIX of 1993 on Public Education, the Minister of Education issued guidelines of intercultural educational of kindergarten and school level education of migrant children and students.²² It is the first document, which deals with the future perspectives of foreign students, their integration, and the socialisation of Hungarian

²² Oktatási Közlöny, Vol. XLVIII. No. 24.

students for tolerance towards them. The programme focuses on teaching Hungarian as a foreign language and preparing teachers to accomplish that. The intercultural pedagogic programme and the related specific normative support have been initiated from the school year 2004/2005. In the present process of application, educational institutions have to elaborate their plan of intercultural pedagogy, and school maintainers (in most cases, local governments) have to apply for the normative support.

Employment:

Joining the European Union has brought about a number of changes in the employment of foreigners. It is a common rule in Hungary that foreign citizens can only work in the country in the possession of a work permit. Starting from the date Hungary joined the Union (1st May 2004) there is a new regulation according to which citizens of the European Economic Community and their relatives can work in Hungary without a work permit. This regulation can however be applied based on the principle of reciprocity: if a member state of the EU does not provide free employment to the Hungarian citizens on its own territory, its citizens cannot work in Hungary without a permit either. On this basis, employees arriving from EU member countries can be classified into the following three categories: (1) citizens of old and new member countries opening their labour market for the Hungarian citizens – they can work without a permit (2) citizens of old member countries considerably improving the admission of the Hungarian citizens into the market (not only EU member countries but other EEC countries as well) – they are provided a permit without a review of the labour market situation (3) citizens of other old member countries not belonging to any of the above categories can obtain a work permit according to the general rules.

The new member states which joined to the EU in 2004 do not apply employment restrictions among each other; however, the fact of employment should be registered.

With respect to those old EU member countries that do not provide free employment to the new EU member states, similarly to other countries, Hungary applies the system of green card. Citizens of such states require a green card certificate according to which, if they can certify a 12-month continuous and permitted employment in Hungary on the 1st May 2004 or any time after that, they can work in Hungary without a work permit.

Hungary opens up its labour market gradually and in accordance with the labour demands in front of the employees of Romania and Bulgaria²³, which joined the EU on the 1st January 2007. Hungary takes the opportunity to apply transitional restrictions in the first two years, however, this only applies to individual employees, and there is no opportunity for the country to decide in case of employment related to service provision. The essence of the regulation is that employment for those arriving from these two countries stays permit-bound, the facilitation of admission to the labour market will only be realised where there is a need for excess workforce. The definition of the fields of gradual opening takes place based on the labour market prognosis and the work permits issued to foreigners in the preceding period.

Work permits must in all cases be required by the employer from the locally assigned labour centre. In case of employing a foreign citizen the Hungarian employer must deal with a so-called work force request

²³ Statutory order 354/2006.

procedure. In the course of the procedure the locally assigned labour centre examines whether a Hungarian citizen could be placed into the given position or not. In case no eligible Hungarian applicant can be found within 15 days, the work permit for the foreign citizen can be required. In the possession of the permit the foreign employee can apply for a work visa at the Hungarian embassy or consulate general at his place of residence. The permit obtained during the long procedure is only valid for the given job; it cannot be used at another workplace.

There is no comprehensive information on local employment policies; however, according to the already referred research carried out in the 8th district where the presence of migrants is most perceptible in the whole capital, the issue of integration did not appear in the local employment policy.

Health:

As noted above, immigrants with long-term residence permit are entitled to the whole range of health care services available for insured persons. However, at present the health care of migrants is not in the forefront of health policy.

Social participation:

No information is available on specific policies aiming to promote migrants' participation in civil society.

Legal and political integration:

Provisions for migrants to become Hungarian nationals are very unfavourable. First-generation immigrants are generally eligible after eight years of continuous residence, whilst foreign spouses of Hungarians may have to wait up to six years, based on years of marriage and residence. Once eligible to apply for citizenship, only those who meet the income and criminal record conditions, and pass a basic oral test on Hungarian language, history, and literature can naturalise. Naturalising migrants are allowed to be dual nationals. In addition to being born in the country, migrants' children and grandchildren must fulfil additional requirements to become citizens of Hungary.²⁴

Migrants in Hungary have the most favourable electoral rights in the EU-10, since they can vote (but not stand) in local and regional elections. On the one hand, Hungary has attained best practice on political liberties by allowing foreigners to create associations and participate in political parties. On the other hand, there is no national policy of information, no consultative body and no implementation measures in the form of public funding or support for immigrant associations at any level governance. The absence of such policies creates critically unfavourable conditions for migrants to participate in the political life of Hungary.²⁵

Cultural integration:

No specific policies exist.

²⁴ Source: Migration Policy Index – Hungary, available at:

http://www.integrationindex.eu/integrationindex/index_browse.jsp?viewBy=Hungary%3A%3AHungary&type=All

²⁵ Source: Migration Policy Index – Hungary, available at:

http://www.integrationindex.eu/integrationindex/index_browse.jsp?viewBy=Hungary%3A%3AHungary&type=All

2.2.6 Description of the concerned legislation for each aspect (if any):

For concerned legislation for each aspect where it is relevant see Part 1. and 5.

2.2.7 Results achieved and impact on the Region (by outcome indicators):

As described above, for most of the areas analysed, no specific policies exist. Regarding policies, which aim at the integration of migrants, the Intercultural Pedagogic Programme of the Ministry of Education was evaluated after one year of operation. The monitoring report²⁶ concluded that – leastwise for the present - only few kindergartens and schools implemented the programme, mainly in order to avail normative support, rather than to realise the pedagogic programme. The report discussed a series of problems, partly pedagogical, partly practical and financial, which led to the low level of participation of relevant kindergartens and schools (e.g. bilingual schools are not entitled for support, complicated procedure of application, and the low level of subsidies). At present, the Ministry works on the revision of the intercultural programme, including the increase of the available normative support and the reorganisation of the application procedure.

2.3 CARINTHIA²⁷ (*Austria*)

2.3.1 Government of the Province of Carinthia

Government of the Province of Carinthia
Völkermarkterring 19,
9020 Klagenfurt
Austria

Recognised refugees constitute the target group for integration in Carinthia and persons entitled to subsidiary protection. The Austrian Migration Law provides for so-called primary care for this target group. In the Province of Carinthia, it is the Department for Foreign Affairs –Refugee Office that has been designed to register asylum seekers, provide primary care for them and assist them with advice on legal issues and support on medical, educational or other issues during the asylum procedure. When their procedure is decided positively, the recognised refugees or persons entitled to subsidiary protection remain in primary care for four months.

26 Vámos Ágnes (2005): A magyar és a külföldi állampolgár gyermekek és tanulók közös nevelésekor, illetve nevelése-oktatásakor alkalmazott interkulturális pedagógiai rendszer 2004. szeptemberi iskolai bevezetésének első tapasztalatai, javaslatok további teendőkre, available at <http://www.okm.gov.hu/doc/upload/200512/ipr-implementacioja2-3.doc>

27 Authors: Mag. Martina Rattinger, Head of the EU-Representation office of Carinthia; Gernot Steiner, Commissioner for foreign affairs of Carinthia and Ursula Posratschnig, working in the Government of Carinthia.

During this period and beyond they continue to be supported in various aspects of daily life and provided with legal and cultural information about life in Carinthia/Austria.

2.3.2 The variable components of Regional Governance:

2.3.2.1 The **'relationship'** between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration): The relationship between the bodies involved in the process of integration in Carinthia can be described as an intensive teamwork on part of all bodies involved, with the common effort and aim to aid the integration of the target group described above. The leading body in the integration process is the Government of the Province of Carinthia. There are, however, no legislative regulations regarding the cooperation of the stakeholders involved in the process of integration.

The stakeholders/involved bodies are:

- *Government of the Province of Carinthia* – Department for Foreign Affairs (Refugee Office)
- *AusländerInnenberatung* – Counselling Office for Foreigners
- *AMS* – Local Employment Office
- *Individual private or public bodies* who become active on part of individual asylum seekers/recognised refugees/persons entitled to subsidiary protection to improve their situation in terms of housing, work, education, health care etc.

2.3.2.2 The necessary **'instrument'** and the regulations to manage this 'relationship':

As stated above, there are no explicit regulations regarding the cooperation of the stakeholders involved in the integration process in Carinthia. The stakeholders cooperate with the common goal of integrating the target group into the labour market.

There is neither a legal basis regarding the integration process in Austria, which is seen as a cross-sectional subject matter. The only regulation regarding integration in Austria as a whole is the so-called Integration Agreement that has been in existence since 2003 as part of Austrian Migration Law. The 2005 version is currently valid and says that within 5 years, migrants are required to acquire German knowledge corresponding to the A2 level of the Common European Reference Frame for Languages.

2.3.2.3 The **'procedures'** that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region:

The primary goal of the Government of the Province of Carinthia and all other bodies involved in the integration process in Carinthia is to enhance the migrants' German language knowledge and professional skills in order to integrate them into the labour market and facilitate the target group's independently earning their subsistence.

The bodies involved in the integration process with its focus on the acquisition of German language knowledge do not participate in regularly scheduled information exchange, but support each other by providing necessary information about course schedules and the potential placement of workers.

2.3.3 The analysis of Regional Governance concerns the following aspects:

The data for several aspects listed below (housing, health, social participation, legal and political integration) cannot be provided to date²⁸. The quotation below is taken from an abstract of the publication "Current state of research on migration in Austria. A brief review:

- **Housing** (Number of migrants that own a house/compared with overall number of house owners):Data not available.
- **Education** (Distribution of migrants according to educational qualifications attained in their country of origin and recognised in the host country or attained in the host country): In Austria, school attendance is compulsory from the age of six to the age of 14 years. Austrian and migrant children alike enjoy the equal right and obligation to attend school between these ages. Currently, there are 40,168 children between these ages for whom school attendance is compulsory. Thereof, a number of 4,113 do not speak German as their mother tongue. This equals a percentage of 10.24%. This percentage of school children comes from migrant families either in the first or second generation. The most common mother tongues of these children are Bosnian, Croatian, Albanian, Arabian, Slovene, Rumanian and Serbian between the ages six to ten and Bosnian, Croatian, Albanian, Rumanian and Serbian between the ages ten to fourteen (*source: Landesschulrat für Kärnten*).
- **Employment** (Number of employed migrant workers/compared with overall number of employed workers):

Overall employment Carinthia 2005 190.626
Employment of foreigners Carinthia 2005 14.568
Percentage of foreigners in overall employment 2005 Carinthia: 7.6%
<i>(Source: Austrian Ministry of the Interior)</i>

Employment Carinthia – annual average 2006
Overall 201,239
Male 107,888
Female 93,351

²⁸ Although Austria has been the aim of immigration for many years, research in the field of migration and integration is not yet established. Of the Austrian population, 9.6% have foreign citizenship and the proportion of the migrant population is highest in Vienna, where it is 18.0%.

Employment of foreigners in Carinthia – annual average 2006

Overall 15,168

Male 9,289

Female 5,879

Employment Carinthia – August 2007

Overall 217,025

Male 116,645

Female 100,380

Employed foreigners in Carinthia – August 2007

Overall 18,346

Male 11,412

Female 6,934

(source: Hauptverband der österreichischen Sozialversicherungsträger)

- **Health** (Number of migrants registered with General Practitioner/compared with general population): Data not available.
- **Social participation** (Number of migrants that participate in civil society): Data not available.
- **Legal and political integration** (Number of migrants that own the host country citizenship or number of migrants that participate in politics): Data not available.
- **Cultural integration** (acceptance by migrants the basic norms of the host region/migrant's choice of spouse/migrant's language skills/migrant's delinquency): The acceptance of Austrian culture and values strongly varies, depending on the country of origin of the recognised refugees, and is moreover extremely hard to measure. In Austria, religious liberty is granted in the Treaty of Saint-Germain²⁹. The migrants' language skills are the focus of the current integration policies in Carinthia that are implemented by means of the German Integration Courses described below. The following data on delinquency regard the group of asylum seekers and recognised refugees that received primary care as provided by the Department for Foreign Affairs (Refugee Office) in Carinthia in the year 2006. The number of such persons in primary care was an average of 2370. Of these, 56 persons were charged with criminal offences. This equals a percentage of roughly 2.4%. Alleged criminals in Carinthia 2006: According to annual crime statistics, the number of investigated alleged criminals in Carinthia in 2006 was 15,828. The number of foreigners thereof

²⁹ Religious Liberty according to the Treaty of Saint-Germain: (Adopted on: 10 Sep 1919) Article 63:

(1) Austria undertakes to assure full and complete protection of life and liberty to all inhabitants of Austria without distinction of birth, nationality, language, race, or religion.

(2) All inhabitants of Austria shall be entitled to the free exercise, whether public or private, of any creed, religion, or belief, whose practices are not inconsistent with public order or public morals.

was 2,787. This equals a percentage of 17.6% (source: *Austrian Ministry of the Interior*). Alleged criminals in Austria 2006: According to annual crime statistics, the number of investigated alleged criminals in Austria in 2006 was 238,111. The number of foreigners thereof was 67,419. This equals a percentage of 28.3% (source: *Austrian Ministry of the Interior*)

2.3.4 Brief description of each Regional Governance aspect of the Province of Carinthia:

- **Target group: recognised refugees and persons entitled to subsidiary protection:** The Department for Foreign Affairs (Refugee Office) of the Government of the Province of Carinthia is responsible for providing primary care for on the one hand asylum seekers and on the other hand recognised refugees for a period of generally four months. The primary care includes the accommodation for (1) asylum seekers during their asylum procedure and (2) recognised refugees generally for a period of four months after their asylum procedure has been decided positively. Even after the period of entitlement to primary care has expired, the recognised refugees may remain in the accommodation provided by the Refugee Office until they have obtained adequate private housing. The target group entitled to primary care are also provided with health insurance and receive a monthly subsistence allowance, as well as vouchers for clothes and shoes, especially at the change of the seasons. Moreover, there is a team of counsellors who, if necessary with the help of interpreters, clarify various legal issues with asylum seekers and when the latter become recognised refugees or persons entitled to subsidiary protection continue to counsel them particularly for the four months after the asylum procedure.

The target group may, however, continue to contact their counsellors who will provide advice and help with various aspects of daily life. Particularly during the first four months after the refugees have been recognised, but also beyond this period of time, the counsellors advise the target group on how to apply for social benefits, to find adequate private accommodation, to find jobs or get in touch with the Counselling Office for Migrants or the local Employment Office. The counsellors are also informed about medical and educational issues regarding the migrant families and do their best to support them by contacting hospitals, doctors and schools. Finally, the counsellors also convey basic cultural knowledge about Carinthian/Austrian society to the recognised refugees and persons entitled to subsidiary protection.

Since the beginning of 2007 the recognised refugees and persons entitled to subsidiary protection have benefited from the implementation of German Integration Courses provided by the Government of the Province of Carinthia. The long term aim of these German Integration Courses, which are financed partly by the Government of the Province of Carinthia, the Austrian Ministry of the Interior and the European Refugee Fund, is to improve the target group's German language knowledge by fostering literacy and, as a long-term objective, reaching the A2 level according to the Common European Reference Frame for Languages. At the end of the courses the participants may pass exams and obtain language certificates that are valid world-wide.

After the refugees are recognised, they remain in primary care for four months and then are entitled to social welfare. The German Integration Courses provide the opportunity for the target group to improve their German in order to either find work by themselves or participate in special vocational skills trainings provided by the Employment Office to make them independent of social services and improve their social situation. The latter is both a major aspect and the first substantial step towards the integration of recognised refugees who need to be integrated in the labour market in order to earn their own subsistence and become equal members of society.

- **Housing.** It is a very important aspect of integration. Housing conditions may impact the sense of security and stability but also social connections and interactions with other. Most importantly, it may also affect access to healthcare, education and employment.
- **Education.** Access to-and progress within the education system is very important in terms of achieving further goals such as opportunities for employment, for wider social connection and for language learning.
- **Employment.** Obviously employment generates income and social status. It is also considered to be one of the most important aspects of integration.
- **Health.** The key issue is equality of access to health services. Good health enables greater social participation and engagement in employment and education activities.
- **Social participation.** Establishing social connections with people of other nationalities, ethnic or religious groupings and interacting with them.
- **Legal and political.** Equal political and social rights to all citizens. Guaranteeing certain core rights to immigrants.
- **Cultural integration.** Creating an atmosphere of mutual understanding in a society.

2.3.5 Aims and objectives of the Regional policies for all the aspects:

The first step in order to work towards an implementation of all aspects mentioned above is the integration of the target group in the labour market by providing them with the opportunity to attend German Integration Courses. The knowledge about the German language and features of Austrian/Carinthian culture form the basic qualification needed for the integration of the target group in the labour market.

2.3.6 Description of the concerned legislation for each aspect (if any):

Austrian Migration Law does not include regulations regarding the process of integration of third country nationals. The Integration Agreement mentioned above constitutes the only exception. Integration in Austria is defined as a cross-sectional subject matter which means that a variety of stakeholders cooperate and make their contribution to the process of integration.

2.3.7 Results achieved and impact on the Region (by outcome indicators):

The basic long-term objective of the integration measures implemented by means of the German Integration Courses is providing the target group with German knowledge skills and cultural information in order to facilitate their access to the labour market. The aim is to integrate at least 10 % of the target group of the 2007 project phase in the labour market to enable them to earn their own subsistence and make them independent of social benefits.

2.4 CENTRAL MACEDONIA³⁰ (Greece)

2.4.1 REGION OF CENTRAL MACEDONIA

Region of Central Macedonia, Pella Town Hall
Kap. Akrita str, 5
GR – 58005, PELLA
Greece

The regional governance in Greece: effective regional governance presupposes the existence of decentralization. In the case of Greece, the regional governance is absent due to the lack decentralization and the consequent lack of competence. Regions do not have authorities destined to resolve the issue of integration. As the phenomenon of delocalization prevails, regional authorities are not autonomous to govern³¹

The new law on immigration (3386/2005) recognizes the crucial role of local and regional authorities in managing the integration of migrants but it doesn't provide any funding. It can then be argued that the process of regional governance is still embryonic. Nonetheless, some crucial points can be made and are as follows:

³⁰ Author: Dimitris Varadinis.

³¹ In the first part of the report, we have defined such a governance style "two-step flop" or double bind paradox: the central government delegates the peripheral institutions the solution of the problems, but it doesn't provide any relevant mean, help or resource.

2.4.2 The variable components of Regional Governance:

- The regional authorities are collaborating with public bodies and NGOs (such as “Social Solidarity” in Thessaloniki, which takes part in ROUTES) dealing with integration in order to facilitate the offer of services.
- The absence of legislative competence on migratory issues and the lack of economic autonomy on a regional level affect the efforts of the above mentioned bodies to work towards a successful integration. Nevertheless, it is encouraging that an important part of stakeholders, directly or indirectly involved with migratory issues, are willing to provide sustainable solutions to improve the socioeconomic integration of immigrants and enhance their entrepreneurial capacity through networking and cooperation.
- The “procedures” that encourage the relationship among the stakeholders involved are the common objectives, the policy interventions and the future activities.

2.4.3 Analysis of Regional Governance:

There are not enough statistics in order to make an accurate analysis concerning the different aspects of the life of immigrants, such as housing, education, employment, health, social participation, legal, political and cultural integration. Nevertheless, some general observations can be stated:

- **Housing:** the majority of immigrants in Central Macedonia do not own the house they live in. They rent apartments in certain districts where the prices are relatively low. There is a small percentage, mostly second generation immigrants, which have built their house.
- **Education:** Immigrants have the right to enrol their children to school. The accessibility of immigrants to the educational system allows children to meddle with the locals and to be integrated to the new way of life.
- **Employment:** The mobility of immigrants from city to city due to the instability of job offer in Greece makes it more difficult for them to get involved in the public or political life of the country. The majority of them are occupied in construction and house services (cleaning, baby-sitting, etc). Most immigrants in Central Macedonia entered subordinate employment, whereas development of their own business activities is something usually undertaken by immigrants already well established, many of whom were second generation and wished to improve their social status.
- **Health:** Legal immigrants have equal access to the health services. The good health of the immigrants is crucial to the country due to their essential role in constructing.

- **Legal and political participation:** According to the Greek Constitution immigrants who are legal residents do not have the right to rally nor to enter into associations. Moreover, the Greek citizenship code does not provide access to citizenship to third country nationals, even if they were born in Greece. Immigrants don't have the right vote nor to be elected. These provisions do not impede civic participation but generally create a climate of mistrust between the state and the immigrant aspiring to be fully integrated into the host society.
- **Cultural integration:** It can be argued that in Central Macedonia the mutual understanding over differentiation in cultures has increased over the past years due to the actions of public bodies and NGOs in the field. Nonetheless, the immigrants seem more willing to accept the local culture as a part of their integration in general.

2.4.4 Aims and objectives of the Regional policies for all the aspects:

The regional policies regarding the integration of immigrants express the national policies on the subject. The national policy on immigration has the following objectives:

Objectives:

- Reduce xenophobia among the public,
- Enhance the entrepreneurial mentality of migrants,
- Improve immigrants' skills and professional capacities,
- Create an efficient network among stakeholders that will facilitate the collection and exchange of data regarding migratory issues

Suggested Policy interventions:

- Raising public awareness,
- Training and seminars to reinforced immigrants' capacities,
- Promotion and enhancement of entrepreneurial attitude.

Suggested Future activities:

- Organization of events with the participation of immigrants and native citizens,
- Workshops for job consulting,
- Production of multilingual guidebook on national migration issues,
- Organization of linguistic seminars for immigrants,
- Development of a network between stakeholders for exchanging experiences,
- Creation of a tool for the collection and exchange of information and data regarding migratory influx.

2.5 PORTUGAL³²

2.5.1: High Commission for Immigration and Intercultural Dialogue (ACIDI, I.P.)

ACIDI
Rua Álvaro Coutinho, 14-16
1150-025 Lisbon
Portugal

The regional governance of immigrants' integration: Portugal shares with many other EU Member States the experience of an increase in the immigration flows in recent years, though the onset of positive net migration dates back to the late 1970s. During the late 1980s and until 1993, net migration was negative again, and Portugal continues to experience significant emigration, as well as inward migration.

The requirement to include the perspective of immigrant integration in Government policy has been increasingly present in recent Portuguese history. The governance of the integration of immigrants in Portugal is based on seven key principles that influence the policies and activities of Government ministries and agencies. These are: equality of rights and responsibilities of national and foreign citizens (with the exception of some political rights); hospitality; active citizenship and increased access to Portuguese nationality; co-responsibility; participation; interculturalism; and the pursuit of consensus.

As of 2006, the official immigrant population registered with the authorities is 409,185, of a total population of over 10.2 million. This represents an increase in the proportion of the population who are immigrants from 1.3% in the early 1990s to over 4% currently. The immigrant population is comprised of 37.5% Europeans, 36.7% Africans, 20% North and South Americans and 5.5% Asians, with a preponderance of over 55% of immigrant men over immigrant women.

Since 1996, policy-making and planning for immigrant integration in Portugal has been the responsibility of the *Alto Comissariado para a Imigração e Diálogo Intercultural* (High Commission for Immigration and Intercultural Dialogue, ACIDI, IP), in coordination with the relevant ministries. From 2007, this is also guided by the strategy document published as a Resolution of the Council of Ministers in May 2007, the *Plan for Immigrant Integration*.³³ The policy aims and objectives of the regional governance of integration in each of the seven aspects according to which this report is structured are based to a large extent on this Action Plan.

One of the crucial elements of the relationship between stakeholders in immigrant integration is structured by way of a consultative council, the *Conselho Consultivo para os Assuntos da Imigração* (Consultative Council for Immigration Affairs, COCAI), which serves as an instrument for debate on legislation and policy, as well as for proposing new initiatives. The Council also has a say in the recognition and financial

³² Authors: Claire Healy, Catarina Reis Oliveira

³³ The English version of this document is available at: http://www.acidi.gov.pt/docs/PII/PII_Ing.pdf

support of immigrant associations. Immigrant associations thus have a direct impact on political issues that concern them.

The COCAI is composed of: the High Commissioner for Immigration and Intercultural Dialogue, who presides; the Deputy High-Commissioner; a representative of each of the Portuguese-speaking immigrant communities (Brazilian, São Toméan, Cape Verdean, Angolan, Mozambican and Guinean); one representative of each of the three other most numerous immigrant communities (currently Ukrainian, Moldovan and Chinese); one representative of private charitable institutions; and two representatives of institutions that work with migrants (currently the Jesuit Refugee Service and Portuguese Catholic Migration Works). The Council also includes: two representatives of employers' organisations (currently the Portuguese Tourism Confederation and the Portuguese Industry Confederation); two representatives of trade unions (currently the General Workers Union and the General Portuguese Workers Confederation); two citizens of recognised merit, appointed by the High Commissioner; one representative of the Government in charge of issues relating to emigration and Portuguese communities abroad; and one representative each for the Minister for Internal Administration; the Minister for Education; the Minister for Employment and Social Security; the Regional Government of the Azores; the Regional Government of Madeira; and the National Association of Portuguese Municipalities.

During 2006, the Council met seven times, and discussed issues such as the recognition and support of immigrant associations, indicators of integration, the draft for the proposed new Immigration Law,³⁴ the new Nationality Law,³⁵ and the draft for the Government's Plan for Immigrant Integration. The Council had specific meetings in 2006 with the Minister for Internal Administration and the Minister for Justice in order to discuss the new Immigration Law and the new Nationality Law respectively.

Socio-cultural mediators also play a central role in facilitating interaction between State services and the immigrant population, and form an integral part of the procedures of both the Serviço de Estrangeiros e Fronteiras (Foreigners and Borders Service, SEF) and ACIDI, IP. The role of the socio-cultural mediator is regulated by Law no. 105/2001 of 31 August 2001. Socio-cultural mediators usually come from a migrant background themselves, and speak fluent Portuguese as well as at least one other language common among the immigrant populations. Since 2006, the SEF has had at least thirty socio-cultural mediators in its reception centres. Mediators are not directly employed by the SEF, but by immigrant associations, which, in turn receive grants from the SEF. Mediators are therefore facilitated in providing advice to all migrants, regardless of their status.

The role of the socio-cultural mediators in the *Centros Nacionais de Apoio ao Imigrante* (National Immigrant Support Centres, CNAIs) is to establish a closer relationship with immigrants, to speed up procedures, and also to provide translation and interpretation where necessary. Mediators generally rotate among tasks within the CNAIs. The status of socio-cultural mediator is established by means of cooperation agreements between ACIDI, IP and immigrant associations or immigrant support organisations. This cooperation is based on a protocol signed by ACIDI, IP and the Socio-Cultural Mediation Association in 2004. There is also a system in place for training socio-cultural mediators and a

³⁴ Ministério da Administração Interna. *Anteprojecto de Proposta de Lei que regula as condições de entrada, permanência, saída e afastamento de estrangeiros do território português* (20 June 2006).

³⁵ Organic Law no. 2/2006 of 17 April, regulated by Decree-Law no. 237-A/2006 of 14 December.

“Mediator’s Manual”. Mediators undergo a comprehensive training course, as well as committing to keeping up-to-date on developments in the area of immigration and relevant legislation. They thus provide an essential – and human – interface between the Portuguese Government and immigrants.

In Portugal, according to the Government’s Action Plan for integration and several political actors, the integration of immigrants comprises three essential and interdependent areas: economic/occupational integration, including the resulting access to health and social welfare; social integration, including housing and the establishment of a network of relationships; and cultural integration, encompassing command of the Portuguese language and adaptation to the culture of the receiving society (Marques, 2005: 79). Each of these three aspects of integration takes place primarily at a local level.

Immigration Legislation

The juridical framework that governs immigration in Portugal is linked directly to the immigration policies that generated it. These policies and the accompanying legislation have developed in part as a response to the specific characteristics of Portuguese immigration, most significantly, the perception of high levels of poverty and unemployment and poor housing among immigrant communities, and notably, the regularisation of undocumented migrants. Regularisation programmes took place in Portugal in 1992 (c.39,000 immigrants), 1996 (c.35,000), 2001 (174,558), 2003 (Brazilians only: 13,998) and 2004 (8,806). Section 2 of Article 144 of Decree-Law no. 34/2003 of 25 February provides for companies that employ illegal immigrants to be fined. Companies that have illegal workers are also obliged to cover all necessary expenses for the residence and removal of the foreign citizens (as provided for in section 8 of Article 144 of the same Decree-law). Employers that do not pay wages to foreign workers (legal or illegal) or that do not make their welfare and tax contributions regarding the amounts withheld of the worker’s wages, are also fined (as provided for in sections 2 and 8 of Article 144 of the Decree-Law).

With the 2007 Immigration Law (Law no. 23/2007, implemented by Regulatory Decree no. 84/2007 of 5 November), the Portuguese Government aims to promote legal immigration, deter and combat illegal immigration, reduce bureaucracy, use new technologies to simplify and expedite procedures, and to provide innovative solutions. The Law has simplified the categorisation of migrants, as well as providing a new legal regime for the entry, residence, departure and removal of foreigners in Portugal.

The new law provides procedures to facilitate and simplify the entry and circulation of specialised and highly-qualified personnel, researchers, professors, scientists and students. The granting of residence permits to other migrants is within the framework of the identification by the Permanent Commission for Social Partnership of job offers that have not been filled by nationals, EU migrants or foreign residents, taking into consideration cooperation with countries of origin. The Law replaced nine different forms of residence status with one residence permit, allowing the holder to enter Portugal, and reside and work in the country. The legal regime for temporary migration has also been regulated, providing for a temporary stay visa for seasonal work, and a regime for granting visas to immigrant entrepreneurs.

Permanent residence permits for Long-Term Residents permit immigrants to reside in Portugal indefinitely, and are renewable every five years. In order to be granted Long-Term Resident status in Portugal, the applicant must have legally and continuously resided in the country for the previous five years, have

sufficient financial means, health insurance, accommodation and basic fluency in Portuguese. Together with a package of other rights, migrants who are granted long-term residence in Portugal are entitled to free movement within the European Union.

Portugal has also implemented a new Nationality Law (Decree-Law 237A/2006 of 14 December 2006), which facilitates access to Portuguese nationality for an increased number of migrants. This law will be examined in more detail in section 6.2 of Part Two, on legal and political participation for migrants.

Integration Legislation

In 1996 the High Commission for Immigration and Ethnic Minorities (now the High Commission for Immigration and Intercultural Dialogue, ACIDI, IP) was established to provide “support for immigrant integration at an inter-ministerial level”. The High Commission has among its main objectives “to contribute to an improvement in the living conditions of immigrants in Portugal, so as to facilitate their integration into society, with respect for their identity and culture of origin; to provide for all citizens legally resident in Portugal to enjoy dignity and equal opportunities, so as to eliminate discrimination and combat racism and xenophobia”(Decree-Law no. 3-A/96).

In 1998, as mentioned above, the Consultative Council for Immigration Affairs (COCAI) was created within the scope of the High Commission’s activity. In 1999 the Commission for Equality and Against Racial Discrimination (CICDR) was established. This Commission is both specialised and independent of the Government, and was created to promote the fight against discrimination. Besides the High Commission, it includes representatives of the parliament, the Government, immigrant associations, anti-racism associations, trade unions, employers’ organisations, human rights associations and private personalities designated by the other members.

In 2004 two National Immigrant Support Centres (CNAIs) were established in Lisbon and Porto. This was the High Commission’s response to the dispersion and lack of coordination of public services which often resulted in inefficiencies and hindered the legalisation and integration processes of immigrants. The CNAIs in Lisbon and Porto offer, under the same roof, various services that concern immigrants (ACIDI, Foreigners and Borders Service, Social Security, Employment, Education, Health and NGO services) and other services created to respond to needs that were not being met by existing services (*e.g.*, advice on family reunification, juridical matters, technical support to immigrant associations, entrepreneurship).³⁶

Of particular significance for integration at a regional and local level was Decree-Law 27/2005 of 4 February, which integrated the National and Local Immigrant Support Centres into the structure of the High Commission for Immigration, as “organic units of reception, information and service provision to immigrant citizens, adequate to the task of facilitating interaction between the users and the various Government services”(ACIME, 2007: 23).

Under the terms of Decree-Law Nº 167/2007 of 3 May 2007, the High Commission for Immigration and Intercultural Dialogue (ACIDI) became a Public Institute (IP) and incorporated the “*Escolhas*”(Choices) -

³⁶ The CNAI Project received an award for best practices in the public sector in 2005, namely in the category of customer service. ACIDI, IP won first place in this category, having been evaluated according to five criteria: quality of results; added value to beneficiaries; efficiency in terms of results; transparency in terms of access to information; innovation and potential for generalisation.

social inclusion programme -, the Religious Dialogue Structure and the “Entreculturas”- office for intercultural education. The Decree-Law set out the structure, jurisdiction, mission, composition and resources of ACIDI, IP, as well as regulating the Consultative Council for Immigration Affairs (COCAI) and the Commission for Equality and Against Racial Discrimination (CICDR), building on the previous Law n° 3/2004 of 15 January, regulating the High Commission’s activities.

2.5.2 Aspects of regional governance of immigrants integration:

Housing: Immigrants and descendents of immigrants disproportionately reside in poor, segregated neighbourhoods with little access to employment opportunities, childcare and education. Until the early 1990s, access to public housing was reserved for Portuguese nationals. Many immigrants also live in slum districts and other illegal constructions, particularly immigrants and their descendents from Portuguese-speaking African countries. Therefore, as will be seen below, a number of mainstream housing initiatives have immigrants and their descendents as the principal beneficiaries.

Policy Aims and Objectives: Housing is considered by the Portuguese Government to be a crucial aspect of integration, and may impact upon an immigrant’s sense of security and stability, as well as influencing the development and maintenance of social connections and interactions. Most importantly, housing may also affect access to healthcare, education and employment.

According to the *Plan for Immigrant Integration*, the social housing market will be opened up and developed by the local authorities. New initiatives in the area of social housing will be developed, in partnership with immigrant associations, charitable organisations, NGOs and housing cooperatives. A network of housing support offices will also be created. Access to mechanism of rent support will be enhanced, while awareness will be raised within the banking sector of the need to improve immigrants’ access to credit. Those families who were part of the Special Re-accommodation Plan (PER) will be allocated housing as quickly as possible. Alternative solutions will be found for those who were not covered under the plan, and those who benefited from the plan will be required to complete their duties.

Relevant Legislation: As mentioned above, a disproportionate number of immigrants and their descendents live in segregated areas or slum districts outside urban areas. In 1993 a Special Re-housing Programme (PER) was initiated to address the proliferation of illegal housing in the vicinities of Portuguese cities. The main purpose of this programme, deriving from a partnership between central government and local government, was to eliminate slum districts. The programme provided the first surveys and accurate knowledge about immigrants and ethnic minorities who lived in inadequate conditions. Although this measure was not specifically designed for immigrants, they were the main beneficiaries of the re-housing programme. In the wake of the conclusion of the PER, and the re-housing of the vast majority of those registered within the programme, a new programme, Prohabita, was created in 2004 to replace it. The Portuguese anti-discrimination framework also covers the area of access to housing, and provides for sanctions. Article 4 of Law no. 134/99 of 28 August includes housing

discrimination as a misdemeanour liable to a fine and other sanctions. The Commission for Equality and Against Racial Discrimination also has a remit in the area (Númena, 2003: 14).

Indicators and Outcomes: In terms of types of housing, immigrants from the Portuguese-speaking African countries are particularly likely to live in non-standard type housing (shacks, rudimentary or improvised constructions, mobile housing), with one in seven Cape Verdeans and São Toméans living in these conditions. It must be noted, however, that a relatively high number of Portuguese nationals also live in non-standard housing, therefore of all households registered in the 2001 census as living in such conditions, just 12.5% were immigrants. Nevertheless, immigrants are disproportionately represented here. In 2001, 7% of immigrants lived in housing that lacked some or all of the basic utilities (electricity, toilet, plumbing and bath), compared to 8% of Portuguese nationals. In relation to overcrowding, however, a more negative picture is in evidence, where 45% of foreigners live in overcrowded housing, compared to 23% of Portuguese.

In the Lisbon Metropolitan Area, over 9% of immigrants from Portuguese-speaking African countries lived in slum districts and other illegal buildings according to the 2001 census. This was particularly acute among Cape Verdeans, one in seven of whom lived in such conditions. Overcrowding was also seen to be an issue for the majority of the migrant populations from Portuguese-speaking African countries, Brazil and Eastern Europe. Under the new Prohabita Programme, mentioned above, housing was constructed for 10,000 households, though no statistics are available as to how many of the beneficiaries were from an immigrant background.

According to research conducted in 2003 by Olho Vivo, a human rights association, just 7.9% of immigrants owned their own home, while 43.9% rented a home. A further 27.8% rented a room or lived in a boarding house, while 10% lived in their workplace and 8.65% in slum dwellings (Númena, 2003: 36). However, in general, it is considered that data on housing in relation to immigrants and ethnic minorities is sparse and lacking in many areas (Númena, 2003: 56).

Currently, 56.7% of all immigrants in Portugal live in the Lisbon and Setúbal region. This equates to just over a quarter of the total population of the Lisbon Metropolitan Area. A further 13.7% live in the Faro region in the Algarve. In terms of residential segregation, in 2001, immigrants from São Tomé and Cape Verde showed the highest levels of concentration of residence in particular areas. Accordingly, in 2001, almost two-thirds of all rudimentary dwellings were to be found in the area of Lisbon and the Tagus Valley (Númena, 2003: 28).

Recent research has shown that Lisbon is divided into prosperous districts and poorer districts where levels of education, employment and living conditions are inferior. There are particular conditions of deprivation in certain suburban districts – formerly comprising slum-type housing, much of which has now been replaced by social housing – and many of these are considered “no go areas” (Macaísta et al, 2007: 65). The research found that higher numbers of immigrants, particularly Portuguese-speaking Africans, lived in the parishes with the highest

levels of deprivation, though the authors emphasise that immigrants, including Africans, reside throughout the Metropolitan Area, and are significantly represented in the wealthier parishes also (Macaísta et al, 2007: 71). Indeed in recent years, there has been a tendency towards a decrease in the levels of segregation among the various immigrant groups. This is qualified, however, by standards of housing, in that the absolute number of Portuguese-speaking African immigrants living in slums increased during the period 1991-2001 (Macaísta et al, 2007: 78-9). As is to be expected, many more recent immigrants live in rented accommodation, and share accommodation. The groups with the highest levels of spatial segregation are the São Toméans, Guineans, Pakistanis and Indians, while the most numerous of recent migrants, Brazilians and Eastern Europeans, show remarkably low levels of segregation (Macaísta et al, 2007: 82-3).

The city of Porto also attracts a significant number of Portugal's immigrants. In the Porto Metropolitan Area, at the time the research was conducted, 4.2% of the population was foreign, with immigrants from Portuguese-speaking African countries, European Union countries and Brazil predominating. The study found that the vast majority of residences occupied by both Portuguese people and immigrants were of the classic type, with very few rudimentary, mobile or temporary residences. It was also discovered that there was little difference in the distribution of Portuguese people and immigrants among the districts of Porto. A slightly higher number of immigrants rented rather than owned their homes relative to Portuguese residents (Malcata et al, 2006: 152-6). Little difference between immigrants and Portuguese people was noted in relation to water supply, electricity, sanitation and washing facilities (Malcata et al, 2006:161-76).

Education: Adult education is available at local education institutes, both to compensate for lack of primary or secondary schooling, and to provide general courses. There are also extra-curricular courses in literacy, and in socio-educational or socio-professional fields. Prior learning can be validated, recognised and certified through the National System of Recognition, Validation and Certification of Skills. According to the 2001 census, 12.5% of the immigrant population have a higher degree, 20.1% have finished secondary or middle school, while just under 50% have finished primary education. 9.3% were illiterate (Recenseamento Geral da População 2001 - INE).

The Education and Training Office, "Entreculturas", functions within the structure of the National Immigrant Support Centre, and comprises three specialists from the Education Ministry, one teacher and one socio-cultural mediator. The Office promotes interculturalism in education, provides intercultural materials and intercultural trainers and disseminates best practices, among other activities. The National Immigrant Support Centre also has a Support Office for the Recognition of Qualifications and Skills. Within the ambit of the General Directorate for Higher Education, there is also a National Academic Recognition Information Centre. There are specific assessment exams for mature students to access higher education.

Policy Aims and Objectives: Access to, and progress within, the education system is very important in terms of achieving further goals such as accessing appropriate employment, for

establishing wider social connections and for language learning. All children in Portugal, regardless of theirs or their parents' status, have a right to education at the State school that is closest to their home or workplace. Local schools provide specific activities for learning Portuguese as a second language, which are obligatory.

There has been a marked increase during the period 1999-2005 in the number of foreign students studying at Portuguese universities and polytechnics, to a total of 17,594, the majority of them from Portuguese-speaking countries. The High Commission therefore created a Working Group with various partner organisations to discuss issues for foreign university students, as well as a special day for welcoming foreign university students.

The *Plan for Immigrant Integration* makes a number of commitments in the field of education. Teachers are to be provided with intercultural training and admission procedures in national schools will be revised in order to ensure a balanced composition of classes. Strategies for welcoming descendents of immigrants in schools will be improved, and the involvement of immigrant families in the schools will be encouraged, partly through the use of socio-cultural mediators in schools. The role of the teacher in the welcoming and integration of immigrant descendents will be valued

Relevant Legislation: In Portugal, as in the majority of European Union member states, access to education for the children of immigrants is not dependent upon the immigration status of their parents. According to the Portuguese Constitution, education is one of the fundamental social rights. Its universal character cannot be overruled by any kind of restrictive interpretation. The Fundamental Law of the Education System (Law no. 46/86) strengthens this objective by bestowing upon the education system the responsibility for valuing difference and promoting equal opportunities for all.

In 1991, with the purpose of including issues of ethnic and cultural diversity in education reform, the Minister for Education created the Coordinating Secretariat of Multicultural Education Programmes – 'Entreculturas' (Normative Order ME no. 63/91, dated 13 May 1991 and 48/SEEB/92) with the aim of "coordinating, fostering and promoting, within the scope of the education system, programmes and actions that provide education on the values of living together, tolerance, dialogue and solidarity between different peoples, cultures and ethnic origins".

The Council of Ministers Resolution no. 38/93 (8 April 1993) strengthened the importance and the framework for initiatives in the sectors of education, employment/vocational training and social welfare. The Resolution bestows upon the Minister for Employment and Welfare the responsibility for ensuring the coordination, development and enhancement of instruments and measures "facilitating the full social and professional integration of immigrants and ethnic minorities".

On 25 May 2004, Decree-Law no. 67/2004 was published, creating a registry of underage foreign citizens whose parents are in an irregular situation. This bestows the responsibility upon the High Commission for Immigration, in joint cooperation with the competent

Government services, for ensuring that the children registered are granted the same rights that the law provides to children in a legal situation within the national territory. The registry is compiled informally, by request at any Government department, or by request from the parent or legal guardian. It aims exclusively to ensure the access of children to healthcare and to pre-school and primary education. A law was also passed in 2005 to regulate the recognition of primary and secondary schooling in other countries – Law n° 227/2005. This recognition can be obtained by contacting local public education services directly.

Compulsory classes in Portuguese as a second language are provided in primary and secondary schools in Portugal. This is regulated by the Normative Dispatch 7/2006 of 6 February. There are various official levels of Portuguese as a second language, and pupils can move up within the school year, receiving the appropriate certificate at the end of the school year. Certificates of prior schooling and equivalence can be recognised by the Portuguese embassy in the country of origin, or by the consulate of the country of origin in Portugal. Equivalence is requested from the President of the Executive Council of the local school, regulated by Decree Law no. 227/2005, of 28 December.

The recognition of higher qualifications was, until 2007, regulated by Decree Law no. 283/83 of 21 June. On 17 October 2007, a new legal regime entered into force, regulating the recognition of foreign higher degrees. This comprises a package of measures to attract highly qualified people to live in Portugal and to promote mobility among Portuguese higher education institutes. This regulation applies to degrees at the levels of Bachelor (*licenciado*), Masters and Doctorate as defined in the Portuguese system. A Commission for Recognition of Foreign Degrees was appointed to decide on recognition of qualifications, and the degree must be registered and recognised at a university or polytechnic of the applicant's choice. This is subject to the payment of an emolument, usually about €200-400. For the exercise of specific professions, a classification is requested on the scale of the Portuguese system. Equivalence is granted to degrees conferred by foreign higher education institutions recognised by the Commission, those, which are part of the Bologna Process, or those, which are governed by international equivalence agreements. Recognition may also be applied for independently of these processes.

Indicators and Outcomes: An ECRI report on Portugal noted that despite the absence of statistics, children from particular immigrant groups do less well at school and are more likely to leave school early. During the 1999/2000 school year, a lower proportion of migrant children were enrolled in the higher levels of schooling, while enrolment in pre-school is relatively low for migrants (Cortês, 2004: 21). According to data relating to 2001/2002 and only to continental Portugal, a total of 17,535 pupils who did not speak Portuguese as their native language were attending compulsory education (Cortês, 2004: 29).

The recognition of the equivalence of primary and secondary education obtained abroad is the responsibility of the Ministry of Education, while recognition of third-level qualifications falls within the competences of individual higher education institutions. The highest number of

requests for equivalence of primary and secondary education comes from Brazil, and, increasingly, Ukraine and Moldova. Almost 6,000 such requests were processed in 2005. Similarly in relation to the recognition of third-level studies in third countries, Brazil, Ukraine, Russia and Moldova, as well as Venezuela, were most commonly represented, with a total of 1,025 recognitions in 2005 and 414 in 2006.

In view of the number of immigrants from countries such as Brazil, Angola, Ukraine, Cape Verde and Guinea-Bissau who have higher degrees and diplomas, this number of recognitions is quite low. In terms of working at the equivalent level to their qualifications, Ukrainians are least likely to achieve this, followed by Portuguese-speaking Africans. Over-qualification has been highlighted as a problem, and Special Programmes for the Recognition of Skills have been undertaken by civil society and professional associations.

The recognition of the skills and qualifications of immigrants is fundamental for integration into the labour market. The data on equivalence requests regarding higher education diplomas has been an indirect indicator of the frustration felt by some immigrant groups in Portuguese labour market. Participation in qualification recognition programmes shows that the immigrant's expectations of economic integration go well beyond their previous professional experience in Portugal (Oliveira, 2004). Consequently, an indication may be provided by the number of qualification equivalences granted per nationality (data from the Ministry of Science, Technology and Higher Education).

In a study conducted for the Immigration Observatory, young immigrants from Eastern Europe were found to have the highest levels of early school leaving in Portugal, principally immigrants from Moldova, Romania and Ukraine. Of 18,000 students covered in a Ministry of Education study in 2001/2002, whose native language was not Portuguese, the students with the greatest difficulties in Portuguese learning were speakers of Russian, Ukrainian and Mandarin Chinese. Generally, however, this can be an indicator of transitional problems rather than long-term disadvantage. There is a high level of diversity in scholastic achievement within the immigrant communities in Portugal (Marques, 2005: 37-8, 45). Lack of success in school was found to be related to origin to a certain extent, where children born outside Portugal, particularly to Cape Verdean or Eastern European parents, were less likely to succeed at school. This was, however, also found to be significantly linked to socio-economic status.

The authors of the study on immigrant children in education conclude that, "contrary to what happens in other countries, as well as diverging from what has been suggested by other statistical surveys, in this study a distinct concentration of young people in the various cycles and routes of education according to their family origin has not been identified. [...T]he direct experience of immigration is not an unfavourable factor for young people" (Marques, 2005: 111-12). Where differences do appear, they are in the case of children born in Portugal to immigrant parents. In 2006 ACIDI, IP campaigned successfully to confirm access to education grants for the children of parents with residence permits.

Employment: In 2004, 87% of the immigrant population was aged 15-64, compared to 67.3% of the Portuguese population, demonstrating that immigrants represent a disproportionate section of the workforce (ACIME, 2006: 15). The General Directorate of Higher Education, the General Directorate of Vocational Training and the Institute provide recognition of qualifications and prior learning in Portugal for Employment and Professional Training.

Employers in Portugal are responsible for making social services payments in respect of all employees. Services provided include financial support for family responsibilities, illness, parenting and adoption, unemployment, accidents at work and occupational illnesses, invalids, old age and death, as well as economic and social deficiencies and dependence.

The National Immigrant Support Centre, under the auspices of ACIDI, IP, runs an Employment Support Office for immigrants. This is part of the network of UNIVA (Unidades de Inserção na Vida Activa) job centres, and has seen an increase in the use of its services in recent years. The Support Centre also supports immigrant entrepreneurship through a partnership with the National Association for the Right to Credit and will in the future collaborate with the General Board of Economic Practice, and the Institute for the Support of Small and Medium Enterprises and Innovation. In addition, in 2007, ACIDI, IP and the Institute for Employment and Professional Training established a network of twenty-five UNIVA job centres specifically for immigrants, formed through partnerships with local organisations – principally immigrant associations.

Policy Aims and Objectives: Employment generates income and social status and considered by the Portuguese Government to be one of the most important aspects of integration. The Ministry of Employment and Social Affairs and the Institute for Employment and Professional Training has committed to providing special training for Job Centre staff in order to facilitate the labour market integration of immigrants. The Government also intends to improve access to recognition of foreign qualifications for people with qualifications from foreign universities.

The Portuguese Government's Action Plan for integration includes nine specific commitments in the area of employment, work and professional training. An awareness-raising campaign will be undertaken to improve workplace safety, and labour inspection facilities, as well as sanctions for employers and incentives for complying with social security and tax obligations, will be reinforced. The Ministry for the Economy and Innovation, in cooperation with the Ministry for Employment and Social Affairs, will incentives social responsibility for immigrant integration among employers and Portuguese workers. Training initiatives and support for immigrant entrepreneurship will be put in place, as well as promoting trade union membership among immigrants.

Relevant Legislation: In 1996, Law no. 19A/96 provided for a special 'social integration benefit' for immigrants and other disadvantaged groups. Besides financial aid, this programme also provided support for professional training and education, registration in job centres, and so on. Law 20/98, dated 12 May 1998, regulated the work undertaken by foreigners in Portuguese territory. It grants foreign workers who are legally residing or staying in Portugal

working conditions that are strictly equivalent to those of Portuguese nationals. Restrictions on the pursuit of professional activities by immigrants, as well as limitations on the number of foreign employees in a company (formerly a firm could not exceed 10% foreign employees) were removed from employment law.

In 2001, Decree-Law no. 4/2001, dated 10 January, introduced immigration by quotas. Despite the term 'quotas' not being mentioned in this legislation, that is the basic idea, since the Decree-Law establishes a limit on the entry of foreigners from third countries based on workforce needs. With the intention of promoting labour market integration of immigrants, this decree has made entry flows dependent on the current annual and sector needs of the labour market, thus introducing the quota system into national legislation. A limit is established by a multi-annual report drafted by the Government, based on an advisory report by the Institute for Employment and Professional Training and after consulting with several institutions (municipal, regional, national) linked to the labour market and to immigrants. This report defines the economic and social criteria for determining workforce needs and the admission capacity of each region, guaranteeing the participation of local authorities in the whole process. When Decree no. 6/2004, dated 26 April, was published, the Government established a quota of 8,500 new immigrants, broken down by the following sectors: 2,100 for agriculture, 2,900 for hotels and restaurants, 2,800 for construction and 700 for other activities.

Since 2003, under Portuguese law, companies that employ illegal immigrants are fined (as provided for in section 2 of Article 144 of Decree-Law no. 34/2003, dated 25 February). Companies that have illegal workers are also obliged to cover all necessary expenses for the residence and removal of the foreign citizens (as provided for in section 8 of Article 144 of the same Decree-law).³⁷ On the other hand, employers that do not pay wages to foreign workers (legal or illegal) or that do not make their welfare and tax contributions regarding the amounts withheld of the worker's wages, are also fined (as provided for in sections 2 and 8 of Article 144 of Decree-Law no. 34/2003, dated 25 February). Aiming to counteract illegal immigration, the Law makes employers responsible for complying with the law regarding the payment of wages, tax and welfare contributions by immigrant workers.

The enforcement of this decree-law has granted many immigrants a regular status, however "at the same time, the flow of illegal immigration has not only not diminished but has increased significantly, due to this flexible legislation, so that the inadequacy of the reception and integration of these immigrants became even more visible"(Decree Law no. 34/2003 of 25 February). Acknowledging the relevance of illegal immigration and the social inclusion of immigrants, the legislator proposed "to define and implement a transparent policy, adopting definite and structural solutions, instead of disconnected and transitory measures". This is sustained in three fundamental areas: "fostering legal immigration in consonance with the

³⁷ On 21 January 2004 the newspaper *Publico* published an article that clearly illustrates the application of the current Law. The Foreigners and Borders Service identified 17 illegal immigrants working in 16 companies situated in Lisbon and Ribatejo, proceeded to apply the enforcement of identity and residence to the workers and initiated a criminal case against the companies where these workers were employed. Besides being fined, the companies' directors also had to pay the expenses for the workers' stay until they were deported from Portugal, and travel expenses back to their home country.

actual possibilities of the country, effective integration of immigrants and a firm fight against illegal immigration”(Decree Law no. 34/2003 of 25 February).

The Decree implementing Law no. 6/2004, dated 26 April, formalised a mechanism that allowed many immigrants in an irregular situation to be legalised, by granting an extension of permission to remain for work purposes to immigrants who had been working in Portugal for a certain amount of time and who had not legalised their situation due to the former law concerning the entry, residence, departure and removal of foreigners on national territory – Decree-Law no. 4/2001, dated 10 January (namely through the instrument of Permission to Remain). The potential beneficiaries of the said legal instrument had to have entered Portugal legally before 12 March 2003 and had to be integrated into the labour market.

Furthermore, this Decree allowed for the possibility of undocumented immigrants regularising their situation in three situations: i) if they were employed and had made their tax and welfare payments for a period of over 90 days before March 2003; ii) immigrants whose employers had not fulfilled their legal obligations (welfare and tax payments) regarding the amounts withheld of the worker’s wages or iii) immigrants who, although they could not prove that they had registered with the welfare services nor made their payments (despite presenting documents proving that they have performed work), could submit a request addressed to the General Labour Inspectorate. On the pre-registration for this process, 50,196 immigrants were accounted for, but only 8,806 of those managed to obtain confirmation of their welfare contributions. Up to November 2005, 3,108 citizens were granted an extension of their permission to remain.

The “Technological Plan”of the Government, in late 2005, aimed to attract legal immigrants to fill gaps in the labour market and facilitate contracting highly-qualified professionals to educational and research institutes and companies, by granting visas and providing an attractive fiscal regime, but the bureaucracy involved remains an obstacle (Góis & Marques, 2007: 56-7).

The social welfare system in Portugal was regulated by Law no. 32/2002 of 20 December, and Law 17/2000 of 8 August, providing for a non-universal contributory system for all workers, a non-contributory system for all, and a family protection system. This was reformed by Law n° 4/2007 of 16 January, which sets out the following principal objectives: to guarantee the realisation of the right to social welfare; to promote a sustained improvement in the conditions and levels of social protection and the reinforcement of equity; and to promote the efficacy of the system and efficiency in its management. Immigrants residing legally in Portugal for a minimum period, and their family members, are entitled to the same rights as national citizens. The employer is responsible for registering employees for social welfare, and for paying social welfare contributions. Social welfare contributions are also regulated by several bilateral conventions and other international instruments between Portugal, and the EEA and Switzerland, a number of countries in the North and South America, West and North Africa,

and Australia. It has been proposed that new bilateral agreements be concluded with Ukraine, Moldova and Romania (Duarte Silva, 2005: 21-2).

Labour immigration legislation has been comprehensively reformed through the new Immigration Law (Law no. 23/2007 of 4 July), implemented this year, which provides a legal regime for the entry, residence, departure and removal of foreigners in Portugal, aiming to promote legal migration and deter and combat illegal migration, reduce bureaucracy and use new technologies to simplify the process. The new law provides procedures to facilitate the entry and circulation of specialised personnel, researchers, professors, scientists and students. The process of granting residence permits to highly qualified migrants has therefore been simplified.

The granting of residence permits to other migrants is within the framework of the identification by the Permanent Commission for Social Partnership of job offers that have not been filled by nationals, EU migrants or foreign residents, taking into consideration cooperation with countries of origin. The Law replaced nine different forms of residence status with one type of visa, allowing the holder to enter Portugal, and reside and work in the country. The legal regime for temporary migration has also been regulated, providing for a temporary stay visa for seasonal work, and a regime for granting visas to immigrant entrepreneurs.

Indicators and Outcomes: The unemployment rate among migrants in 2001 was 9%, compared to 7% among Portuguese nationals. The rate was significantly higher among immigrants from Angola, Guinea-Bissau, São Tomé and Mozambique. Immigrants have been disproportionately affected by a recent rise in unemployment (OECD, draft 2007: 8) In Portugal, many immigrants work in the informal economy, particularly in the construction and the hospitality industries. This is particularly the case for immigrants from Portuguese-speaking African countries. Third country nationals tend to work as operators or unskilled workers, often despite their qualifications. The Brazilian population is concentrated both at the levels of professionals and as unskilled workers.

In relation to remuneration for work, there is a clear distinction between wages earned by immigrants and Portuguese people for the same work. At the upper skill levels, immigrants earn significantly more than their Portuguese counterparts, while at unskilled and menial levels, immigrants are paid less for the same work, around 7% less in semi-skilled and unskilled occupations. In 2005, Chinese, Pakistani and Indian immigrants received the lowest monthly wages, followed by people from Ukraine, Romania and Moldova (under €500 in each case). People from Portuguese-speaking countries earned more, yet with the exception of Mozambican immigrants they earned significantly less than Portuguese nationals (DGEEP). In 2005, immigrants from third countries however, spent a lower number of hours at work than Portuguese and EU workers (DGEEP).

As of January 2004, a total of 18,735 immigrants were registered as unemployed, almost half of whom were African (ACIME, 2006: 18). This equates to just 4% of the migrant population in that year. In 2002, over half of immigrants registered as unemployed with the Institute for

Employment and Professional Training were from the African continent (Dias et al, 2002: 32). For the majority of immigrants throughout the period 1999-2004, their unemployment rate was lower than that of Portuguese people (7% in 2004), with the exception of Venezuelans (9%), Guineans (10%), Angolans (11%) and São Toméans (12%). As of January 2006, a total of 20,214 immigrants were registered with employment centres, predominantly from Portuguese-speaking African countries, Ukraine, Moldova, Russia and Romania, and Brazil (IEFP).

A social integration benefit is also available, but the percentage of the immigrant population availing of this is 1% or less in the case of all nationalities except for the Portuguese-speaking African countries, for whom it is just 3%. In the specific Portuguese case, more immigrants are registered with Social Security and are paying contributions than are actually registered as residents in the country. This is due to the fact that many undocumented migrants also pay social security contributions.

Southern European countries in general are characterised by a higher level of self-employment – around 20%, while in Northern Europe it is usually under 15%. As in other countries, a higher proportion of immigrants in Portugal are self-employed than natives. There is a lower level of self-employment among Africans, but levels are higher than the Portuguese among Asians, Europeans, North and South Americans (Oliveira, 2005: 98-101). In Portugal, as of 2001, 14.3% of all working immigrants were self-employed, the majority also providing employment (Oliveira, 2004: 30-3). Among those self-employed in Portugal, European Union citizens predominate (around 40%), while the vast majority of African immigrants are employees (less than 5% entrepreneurs). Other immigrants join the labour market as unqualified workers or professional workers. There was also a high level of entrepreneurship among Asian, US-American and Brazilian immigrants (Oliveira, 2004: 57).

The majority of migrants since 2000 have been granted a residence permit that only entitles them to work as employees in sectors where there are labour shortages, effectively precluding 183,655 individuals arriving in the period 2001-2003 from setting up businesses. A type III visa allows an immigrant to set up a business in service provision for one year, renewable for up to three years, though it is principally aimed at highly qualified immigrants. Just 11% of working visas issued to immigrants in 2001 were Type III visas, the majority being Type IV, allowing for the immigrant to work as an employee. During the period 2000-2002 there was an increase in applications for residence status by self-employed people – from 11% to 16% of the working population, particularly among the Asian immigrant population (Oliveira, 2004: 70-2, 77).

There is a certain ethnic segmentation within the labour market, with Africans and Eastern Europeans predominating in the construction industry, Asian immigrants in trade, restaurants and hotels, and Europeans and Americans in the professional scientific and technical sector (Oliveira, 2004: 82). European immigrants represent the most highly qualified section of the migrant population, Cape Verdeans those with the lowest qualifications, and Brazilians the

median level. There was also a marked increase during the period 1999-2004 in the proportion of highly qualified migrants who were women. Most immigrants from Eastern Europe are working at a level below their qualifications (Góis & Marques, 2007: 66-71).

In general, many immigrants in Portugal are over-qualified for their jobs, particularly Eastern Europeans, and there is a strong concentration of immigrants in the construction and hospitality sectors (OECD, draft 2007: 29-31). The OECD has recommended therefore that there is a need for more targeted language training for immigrants in Portugal, as well as measures to address the educational and other disadvantages experienced by Portuguese-speaking Africans particular. Programmes for the recognition of foreign qualifications should also be mainstreamed, and the social partners should be involved in reinforcing integration measures and improving working conditions (OECD, draft 2007: 50-2).

During the period 2002-2004, according to data provided by the General Directorate of Studies Statistics and Planning, while the total number of immigrants increased dramatically, the proportion of highly skilled migrants also increased, and the migrant population was increasingly concentrated in the construction, real estate and hospitality sectors (Góis & Marques, 2007: 98). In 2006, ACIDI, IP ensured that the Employment Centres accept the registration of unemployed immigrants with residence permits.

Health: In relation to the regional provision of healthcare, the key issue is equality of access. Good health enables greater social participation and engagement in employment and educational activities. Portugal began to permit full access to healthcare for migrants towards the end of the twentieth century. Since 2001, immigrants have been guaranteed access to National Health Service (SNS) local health centres, regardless of their nationality, economic background or legal status. This is related to the fact that access to healthcare in Portugal is based on social security benefits rather than health insurance. There are some health initiatives in Portugal aimed at immigrants promoted by civil society organisations.

Local health centres in Portugal, to which all residents, regardless of status, have access, provide health promotion, general and specialised medical care, nursing care, hospital admissions, auxiliary diagnostic examinations, paediatrics, family planning, abortion advice, vaccinations, medicines, prostheses and other complementary therapeutic equipment. Health services are free to all documented migrants, though a nominal 'moderating tax' is paid for consultations and medical tests. Children, pregnant women and recent mothers, and those attending family planning consultations, among others, are exempt from this 'tax'. At each local health centre, there are general family doctors, public health doctors and nurses, and in some cases, social workers, psychologists, nutritionists, oral hygienists and environmental health experts. Every resident of Portugal must access the health centre within their residence district, and they are generally open from eight in the morning until eight in the evening.

Resulting from a partnership between ACIDI, IP and the Ministry of Health, the Health Office of the National Immigrant Support Centre in Lisbon operates according to the ACIDI principles of partnership, using social-cultural mediators from the immigrant community and providing a flexible service. The Office has been in operation since 2004 and was created in order to guarantee access to healthcare for

immigrants. Its objectives are to: identify problems with access; provide information on rights and obligations; resolve issues with health centres, hospitals and health promotion institutes; and assist service-users in situations of social deprivation. The Office provides information and assistance to immigrants in person and by telephone, and communicates directly with healthcare providers in order to resolve problems (Horta & Carvalho, 2007: 181-2).

Policy Aims and Objectives: In view of a notable lack of access to health information among the immigrant communities, the Portuguese Government in the *Plan for Immigrant Integration* has committed to promoting training, education and communication to encourage them to use the National Health System, and improve access to Health Centres, as well as developing partnerships between NGOs, the Health System and other health promotion organisations. This also applies to irregular migrants, who have a right to access health centres. It is also intended to integrate Portuguese hospitals in the European “Migrant-Friendly Hospitals” network. Professionals working within the Health System are to receive professional training, while migrants with qualifications in medicine are to be provided with a professional integration programme. The socio-cultural mediators programme is also to be extended to hospitals and health centres where there is a high concentration of migrants. Conditions of access to health services in Portugal are to be publicised in countries of origin and Portuguese consulates.

Relevant Legislation: Portuguese law states that any person (regardless of their nationality, legal situation, economic means or any other factor) has the right to receive assistance at a local Health Centre or, in case of emergency, at a hospital. This right is guaranteed by the Ministry of Health Dispatch n° 25 360/2001. Undocumented immigrants can access health services without fear, since healthcare workers are under bonds of professional secrecy. In order to avail of the health services, they must provide proof of residence in the local district, and that they have been in Portugal for longer than 90 days, but they may not receive a national health card. Immigrants who do not hold a national health service card (due to the fact of not having permission to remain, a residence permit or a work visa) and where neither they nor any member of their family make welfare contributions, have to pay the full price of all services. However, some exceptions can be found. Healthcare is free in the case of a danger to public health. Children (under 12 years of age), pregnant women and recent mothers, women at family planning appointments, unemployed persons who have registered at the Job Centre and their dependents, persons in deprived circumstances and chronic disease patients are exempt from paying fees and expenses.

According to Decree-Law n° 34/2003 of 25 February, minor children who do not have legal status may also receive a national health card, and have the same rights to healthcare as those with regular status. As provided for in Decree-Law no. 67/2004, dated 25 March, minor foreign children who are in an illegal situation on national territory have the right to benefit from healthcare similarly to those in a legal situation. For such purposes, as outlined above, the High Commission for Immigration and Intercultural Dialogue, in conjunction with the

competent Government services, has to compile the national registry of foreign children in an illegal situation and to guarantee that they are granted the rights provided by law.

Finally, the law provides for certain people to travel to Portugal to receive medical assistance (Article 16 of Decree no. 6/2004, of 26 April), for which they have to submit a request to a Portuguese consulate or embassy for a temporary stay visa. Together with the legislation that regulates the access of foreigners to healthcare in Portugal, some special agreements and conventions have been signed, which confer privileges for medical assistance to citizens of certain countries:

- Agreement for Granting Temporary Visas for Medical Assistance to Citizens of the Community of Portuguese-Speaking Countries;
- Health Agreements between Portugal and Portuguese-Speaking African Countries for the evacuation of patients;
- Welfare Convention between the Portuguese Republic and the Republic of Cape Verde (Decree no. 2/2005, of 4 February) and between the Portuguese Republic and the Republic of Angola (Decree no. 32/2004, of 29 October);
- Welfare Agreement between the Portuguese Republic and the Federal Republic of Brazil (Decree no. 67/94 of 27 August).

Indicators and Outcomes: In some cases, undocumented migrants are still reluctant to attend health centres, and some healthcare workers are not aware of their entitlements and therefore may refuse them access. Among the immigrant groups, people from Portuguese-speaking African countries are most likely to access the National Health Service (SNS) health centres, while Brazilians and Eastern Europeans are less likely to do so, and often simply purchase medicines at a pharmacy (Fonseca et al, 2007:34-5).

Initiated in October 2004, and lasting for two and a half years, the Migrant-Friendly Hospitals project, following from a needs analysis, identified three areas of action: improvement of clinical interpretation services, production of migrant-friendly information and training for mother-infant care, and cultural competence training for healthcare professionals. The High Commission has committed in its plan for integration to follow the European model in a national context, and the Health Ministry issued a circular to all SNS hospitals on the Amsterdam declaration on migrant-friendly hospitals as a model for migrant-friendly health centres (Silva & Martingo, 2007: 157-8).

During the period January to July 2007, a total of 740 people used the services of the Health Office of the National Immigrant Support Centre. In many cases, service providers were not aware of the law in force in relation to complete access for immigrants to healthcare, regardless of status. In other cases, immigrants themselves were not aware of their rights, or of how the system functions (Horta & Carvalho, 2007: 183-4).

Migrants in Portugal are faced with many difficulties in accessing healthcare, including structural limitations, language difficulties and lack of information. In 2002 ACIDI, IP published a brochure in Portuguese, English and Russian on health services. Also, various information

workshops were organised at a local level by hospitals or municipalities. In terms of legislative protection of access to hospitals for migrants, there has been progress in Portugal; however, there have been no specific measures to adapt the health service for multicultural service-users (Fonseca et al, 2007: 37-9). However, an increase in the recruitment of immigrants to work in the healthcare service has resulted in improvements in the cultural sensitivity of the service (Baganha & Sousa Ribeiro, 2007: 75).

Social Participation: In Portugal, immigrant associations enjoy the right to participate in defining migration policy and legislation through consultative organisations, as well as access to the media. They may also intervene in relation to Government organisations in defence of the rights of immigrants. The State provides recognised immigrant associations with technical and financial assistance.

The associations are supported by the Office for Technical Support to Immigrant and Ethnic Minority Associations within the structure of the National Immigrant Support Centre. The leaders of the immigrant associations are also provided with further support, including technical assistance in applying for financial support, recognition of skills, managing social inclusion projects and corporate social responsibility.

Knowledge of the language of the receiving country is essential for social participation. The relevance of this factor is acknowledged in Portugal, despite the fact that there is a certain level of political optimism regarding equality of treatment in social and employment terms, regardless of the immigrants' level of linguistic competence. The reason for this is probably the fact that Portugal has only relatively recently become a receiving country, and that the main immigration flows have for a long time originated in countries with Portuguese as official language. The increasing diversification of countries of origin led to the provision of employment and vocational training programmes at a regional level, including courses of Portuguese for foreigners, as well as citizenship/civics training. To date no measures have been undertaken by the government in order to make such courses compulsory. The High Commission also provides a Telephone Translation Service to municipal and local authorities, registry offices, hospitals, health centres, schools, courts and other organisations across the country.

Policy Aims and Objectives: Establishing social connections with people of other nationalities, ethnicities or religious groupings, and interacting with them, is essential to processes of integration. In 2003 the High Commission created a national information network (a monthly bulletin, multilingual information leaflets, a multilingual telephone hotline "SOS Imigrante", a weekly television programme, online information at www.acidi.gov.pt), together with a network of Local Immigrant Support Centres (CLAIs) to address the dispersion of immigrants throughout Portuguese territory. These centres were created through a series of partnerships with local civil society organisations and municipalities. The fifty-seven CLAIs that have resulted from these partnerships are centres for the dissemination of information to immigrants at a local level.

The same year, the Immigration Observatory was established under the auspices of the High Commission, based on an academic, scientific and institutional cooperation network. The Observatory aims to further existing knowledge regarding immigration in Portugal, in order to

define, implement and assess effective policies for immigrant integration. Programmes for improving access to computers and IT skills among immigrant communities will be reinforced, together with access to sporting facilities. Success stories among immigrant sportspeople are to be publicised, thereby using sport as a method promoting tolerance and intercultural dialogue.

Relevant Legislation: In 2001 the *Portugal Acolhe* (Portugal Welcomes) Programme was initiated by the Institute for Employment and Professional Training. The programme provides tuition in the Portuguese language and citizenship training in order to facilitate the social and professional integration of immigrants. The same year, the social inclusion programme “Escolhas (Choices)” was initiated. In 2004, *Programa Escolhas 2ª Geração* (Choices Programme 2nd Generation), coordinated by ACIDI, IP, was introduced. The programme aims primarily at promoting the social inclusion of children and youth from disadvantaged socio-economic backgrounds. The children and youth of immigrants and ethnic minorities are one of the main target groups for this programme, which uses an intercultural social model that allows for diversity and actively promotes full integration into Portuguese society. An experimental initiative is also in place – Resolution of the Council of Ministers no. 143/2005 of 2 August, for interventions in so-called ‘Critical Districts’ (Macaísta et al, 2007: 260).

Portuguese Law provides for family reunification for immigrants with valid residence permits, recognising as family members spouses or de facto partners, minor or incapacitated children, adopted children, adult children who are single and studying at a Portuguese institute of education, parents who are dependent on the immigrant or spouse and minor brothers and sisters who are dependent on the immigrant. The right to technical and financial support for associations of immigrants and their descendants is guaranteed by Decree Law 75/2000 of 9 May.

Indicators and Outcomes: In terms of information provision, ACIDI, IP has ensured the continuous improvement of information provided to immigrants on paper, by telephone, online and in person, at a national and a local level. Working in partnership with local authorities and non-governmental organisations, the Local Immigrant Support Centres aim to provide a coordinated information service to immigrants at a local level. As of the end of 2006, there were also 57 Local Immigrant Support Centres across the country. Throughout 2006, a total of 15,786 people used these local services. The SOS Immigrant phonenumber also provides direct information, advice and support, regardless of a person’s location. From a landline, the phone call is charged at the price of a local call from anywhere in the country. The ACIDI website provides information on its own institution, general information, news and events, and an interactive section, and registered 3,724,624 visits during the year 2006.

The ECRI Report on Portugal in 2006 highlighted problems relating to access to public services for immigrants and ethnic minorities. In relation to socio-cultural mediators, job security and poor career prospects were considered detrimental, though the idea was considered very useful (ECRI, 2006: 16).

Research into the issue of ethnic tension and conflict published this year by the Immigration Observatory found that conflicts in disadvantaged areas of Portugal were not based on ethnicity but rather were influenced by socio-economic background, gender and age. Rather than ethnic tension, the study points instead to an “ethnicisation of poverty”. The authors of the study also reject the idea that there are ethnic ghettos in Lisbon, though, as mentioned above, many immigrants do live in districts with high levels of social exclusion (Macaísta et al, 2007: 253-8).

Legal and Political Integration: On 15 December 2006, the Portuguese government announced the entering into force of new regulations regarding the acquisition of Portuguese citizenship. The new ‘Portuguese Nationality Regulation’ provided for the acquisition of citizenship to provide for full integration into Portuguese society for people with ‘a strong connection to the national community.’ The changes in the law aimed to both simplify the procedures related to naturalisation, and to facilitate access to citizenship for more categories of people.

The right to Portuguese nationality of origin is now granted to people born in Portugal, where at least one parent was born and is resident in Portugal, regardless of the parent’s immigration status. Nationality of origin is also granted to foreign citizens who apply for Portuguese nationality, where at least one parent has been legally resident in Portugal for at least five years. A further ‘subjective’ right to naturalisation is granted to applicants who were born in Portugal and, at the time of the application, have at least one parent who has lived legally in Portugal for at least five years, *and* where the applicant has completed the basic cycle of education in Portugal. Citizenship is also granted to people born in Portugal who have resided in the country for at least ten years, regardless of immigration status. If a foreign citizen has had a *de facto* union with a Portuguese national for at least three years, they may also be granted citizenship. Finally, the law provides for the possibility of citizenship being granted at the discretion of the Minister for Justice.

Immigrants from Third Countries do not generally have a universal right to vote in local, national or EU elections in Portugal, but nationals of certain countries enjoy certain voting rights, according to the principle of reciprocity. According to this principle, if a Portuguese immigrant is allowed to vote in a country of origin, then an immigrant in Portugal from that country may vote in the local elections in Portugal. This is regulated by certain conditions, such as that the immigrant must have resided in Portugal for at least three years.³⁸

In the case of immigrants from Cape Verde and Brazil, a residence of just two years is required. Furthermore, for Brazilian immigrants who have resided in Portugal for longer than three years, there also exists an entitlement to vote in the presidential, legislative and autonomous elections. After four years’ residence, Cape Verdeans and Brazilians can also stand for election in local elections, while for Uruguayans and Peruvians the requirement is five years.

Policy Aims and Objectives: In Portugal, equal political and social rights are guaranteed to all Portuguese citizens, while certain core rights are also granted to immigrants, on the basis

³⁸ This applies to nationals of the following countries: Argentina, Chile, Israel, Norway, Peru, Uruguay and Venezuela.

of the principle of co-responsibility. Civic participation of descendants of immigrants is to be encouraged, in order to facilitate their interaction with political agencies and associations, as well as with organisations related to their countries of origin. The associative activities of immigrants in general are to be promoted, particularly in relation to welcoming and integration policies. The associations are also to be supported in developing integration initiatives, and resources will be made available for the functioning of the associations, as well as for training leaders of associations and for developing networks. Access to justice for immigrants will be supported, through the reinforcement of mediation for immigrant victims of crime and access to alternative forms of resolution of cases. The role of the Legal Support Offices for Immigrants and the SOS Immigrant phone line will be reinforced in this area. Access to translation and interpretation will be ensured, and possible miscarriages of justice in relation to immigrants will be examined.

As set out in the *Plan for Immigrant Integration*, the new Nationality Law is to be publicised and a support network to provide information on application for naturalisation is to be created, in cooperation between ACIDI, IP, the Ministry of Justice and the Ministry of Education. A campaign will be undertaken to encourage all of those immigrants eligible to vote in local elections to register. A study on political participation of Long-Term Residents is to be undertaken, to promote a public debate on the issue. Campaigns will also be undertaken to promote immigrants' consumer rights.

Relevant Legislation: Since the Civil Code was approved in 1867, the statutory scheme regarding nationality in Portugal has been based on the *jus soli* principle. This principle was reinforced by the 1959 nationality law (Law no. 2098/59). Thus anyone who was born on national territory was granted Portuguese nationality. At this time immigration in Portugal was almost non-existent and had no weight on the political agenda.

With the institution of a democratic regime in 1974 and the end of the colonial empire in 1975, political change and the independence of countries that had until then been considered Portuguese raised the problem of whether people who had been born or resided there before the de-colonisation process should retain Portuguese nationality. Fearing the migratory effects that might arise from the transition, the Portuguese government changed the statutory scheme regarding nationality. From then on, the Portuguese nationality of people who had been born or resided in the former colonies could only be maintained if they complied with a *jus sanguinis* criterion. There was clearly a restrictive reasoning underlying these changes, as can be inferred from the statements of the legislator (Pena Pires, 2003: 126).

The nationality law was revised in 1994 (Decree-Law 253/94, dated 20 October) and positive discrimination measures towards Portuguese-speaking foreigners were included: persons born on national territory could be considered Portuguese if their parents had resided legally in Portugal for at least six years, in the case of nationals from a Portuguese-speaking county, or at least ten years, in the case of nationals from other countries, as long as they expressed such a wish. This measure was even more restrictive in granting nationality to the children of

foreigners, since it was conditioned both by a minimum period of stay of the parents and by their legal situation, requiring a valid residence permit. Obtaining nationality through marriage or by naturalisation was also regulated by stricter conditions.

Meanwhile, political participation for immigrants was improved in 1996 by Law no. 50/96, dated 3 November, which introduced the necessary changes in order to grant citizens of the European Union and residents from third countries the right to vote in local elections. As outlined above, Decree Law no. 39/98 of 27 February 1998 created the Consultative Council for Immigration Affairs (COCAI), providing a forum for political discussion and policy-making for immigrant associations, social partners and social solidarity associations.

In 2005, a proposal for a new Portuguese Nationality Law was put before the parliament, and on 15 December 2006, the law entered into force. The new 'Portuguese Nationality Regulation' aims to both simplify the procedures related to naturalisation, and to facilitate access to citizenship for more categories of people. The right to Portuguese nationality of origin is now granted to people born in Portugal, where at least one parent was born and is resident in Portugal, regardless of the parent's immigration status. Nationality of origin is also granted to foreign citizens who apply for Portuguese nationality, where at least one parent has been legally resident in Portugal for at least five years. A further 'subjective' right to naturalisation is granted to applicants who were born in Portugal and, at the time of the application, have at least one parent who has lived legally in Portugal for at least five years, *and* where the applicant has completed the basic cycle of education in Portugal. Citizenship is also granted to people born in Portugal who have resided in the country for at least ten years, regardless of immigration status. If a foreign citizen has had a *de facto* union with a Portuguese national for at least three years, they may also be granted citizenship. Finally, the law provides for the possibility of citizenship being granted at the discretion of the Minister for Justice (Ministério da Justiça, 15.12.2006).

One of the main consequences of the Law is the removal of positive discrimination in relation to the acquisition of nationality for citizens of Portuguese-speaking countries. This law also opens the way for the naturalisation of foreigners who have remained in the country for at least ten years. Nationality of origin is attributed to those commonly referred to as 'third-generation' immigrants. The law also reduces the requirements for the attribution of nationality of origin to immigrants, and extends it to children of parents who have been legally resident in Portugal, with some form of permit other than a short-term visa, for five years. The process is also simplified by way of access to the necessary documents at the Central Registry Office. All of the provisions of the law apply retrospectively to anyone who was born before 15 December 2006.

The process of acquisition of nationality by effect of will requires the issuing of a declaration of the desire to be Portuguese at a Civil Registry Office or a Portuguese Consulate, and the presentation of the requisite documentation. The Central Registry Office processes the

documents in 30 days and within a further sixty days the Central Registrar verifies whether all conditions for the attribution of Portuguese nationality have been met.

The Minister of Justice, at the request of the applicant, grants acquisition of nationality by naturalisation. Naturalisation is open to people who have reached the age of majority, have resided in Portugal with any permit other than a short-term visa for at least six years, have a sufficient knowledge of the Portuguese language, and have not committed a crime punishable with three years or more in prison according to Portuguese law. In the case of minors, applicants must have sufficient knowledge of the Portuguese language and must not have committed a crime punishable with three years or more in prison according to Portuguese law. A minor must also either have a parent who has lived in Portugal with any type of permit other than a short-term visa for at least five years, or have concluded the first cycle of basic education in Portugal, regardless of the immigration status of their parents. Nationality is also granted by naturalisation to those who have lost Portuguese nationality, those who have at least one Portuguese grandparent, and to people who have reached the age of majority and have lived for at least ten years in Portugal prior to the application.

Portuguese law permits a Portuguese citizen to have other nationalities, though clearly, the country of origin may forbid this and thus revoke the original nationality on acquisition of Portuguese nationality. In the context of Portuguese law, it is the Portuguese nationality that will be taken into account.

Indicators and Outcomes: In the year 2002 there was a marked increase in the numbers of immigrants acquiring Portuguese nationality, from 956 in 2001 to 2,456 the following year, partly due to dealing with backlogs. Nevertheless, in proportion to the migrant population, this remains very small, and dropped again to 805 in 2004 (SEF). It is Mozambicans and Guineans who acquire Portuguese nationality in the largest proportions, followed by other Portuguese-speaking Africans.

While it is too early to observe the effects of the new naturalisation and immigration laws in terms of immigration flows, the effect of various forms of immigration status and the uptake of the acquisition of nationality, there are some data available on political participation, provided by the Secretariado Técnico de Assuntos para o Processo Eleitoral (Technical Secretariat for Electoral Process Affairs, STAPE) within the Ministry for Internal Administration. STAPE statistics for the 2005 local elections, based on voluntary registration on the electoral register, show quite a low level of electoral participation. The highest level was shown by the Cape Verdean community, 25% of whom voted (which is to be expected among a longer-established community), while just 3% of Brazilian immigrants voted. Overall the percentage for the entire immigrant community was just 14%.

Cultural Integration: The majority of immigrants resident in Portugal are from Africa and Europe, with the main countries represented being EU countries, Brazil, Ukraine, Cape Verde, Angola, Guinea-Bissau, Moldova and Romania. In 2006, the migrant population was composed by over one third of Portuguese-

speaking Africans, 2.5% other Africans, one-fifth EU citizens, and almost one-fifth non-EU Europeans. Another proportion of just less than one-fifth was Latin American, while about 5% were from Asia and 2.5% from North America (SEF, 2006: 1-5). A working group has been formed by ACIDI, IP to discuss the issue of learning Portuguese, promoting initiatives in that area, create new learning materials and establish a platform for dialogue among stakeholders.

Policy Aims and Objectives: At the end of 2005, ACIDI, IP formed a working group on the Inclusion of Descendants of Immigrants, which includes a group of 15 young immigrant descendants, to discuss the public image of this group, relations with security forces and access to employment, among other issues. On 24 May 2006, this group spoke in the Portuguese parliament. The National Immigrant Support Centre hosts regular exhibitions of art by immigrant artists. The Portuguese Government is also undertaking preparations for the European Year of Intercultural Dialogue in 2008.

The “Portugal Welcomes” programme of language and vocational training is to be enhanced, together with the improvement of general and technical Portuguese language tuition. Multilingual support materials will be produced, and intercultural training for teachers and others working in the field of education is to be improved. In the area of culture in general, diversity should form part of the activities of museums, archives, cinemas, theatres and other cultural facilities. The Ministry for Culture commits in general to promote initiatives for intercultural dialogue and multiculturalism. Measures are also to be implemented across Government ministries to promote religious freedoms, and workers in key areas are to be provided with professional training in relation to religious sensitivity.

Relevant Legislation: Law 115/99 of 3 August, regulated by Decree-Law 75/2000 of 9 May, established a regime for the composition, rights and obligations of associations representing immigrants and their descendants, as non-profit organisations acting at a national, regional or local level. The associations should aim to: defend or promote immigrants’ rights, support immigrants and improve their living conditions, promote the cultural and social capacities of immigrant communities, prevent racial discrimination and establish exchange between equivalent associations. The immigrant associations are also represented on the Consultative Committee for Immigration Affairs. As of the end of 2006, 99 associations had been recognised by ACIDI, while between September 2005 and December 2006, forty associations had been supported financially, with a total of €495,705.50.

Indicators and Outcomes: A study focusing on immigrants in the arts found that migrant artists did not generally come to Portugal because of artistic opportunities but rather for economic, political and familial reasons. The artists interviewed generally considered their decision to move to Portugal in a positive manner, though younger artists considered that there were countries where recognition, stability, and educational investment in the arts were more favourable (Nico et al, 2007: 204-7). The study found that artists from outside the European Union had most difficulty in finding employment in the arts, particularly in areas other than music and dance (Nico et al, 2007: 233). Immigrants from the Portuguese-speaking

countries are least likely to marry outside their nationality group, or have children with partners outside the nationality group. A study published by the Immigration Observatory published in 2006 sought to examine the integration of young immigrants in relation to their religions and to their families. The study found that religious identity was central to the formation of a community identity for young immigrants (Pereira Bastos & Pereira Bastos, 2006: 92).

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2.6 REGION OF STOCKHOLM³⁹ (Sweden)

2.6.1 Stockholm Region

Stockholm Region
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 Belgium

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2.6.2 The variable components of Regional Governance:

2.6.2.1 Regional Policy

2.6.2.1.1 Origins

1. Competitive globalized economy has led to greater differences both between and within regions, and it has become increasingly difficult for the state, on its own, to produce standardized 'solutions' to diverging regional problems
2. EU policies promoting regions has led in Sweden, as in many other European countries, to a decentralization of regional policy and greater responsibility being placed on the regions themselves for securing their future growth and well-being.

2.6.2.1.2 Regionalism in Sweden

More devolved model of government is promoted in Government Acts, speeches and other documents (see e.g. prop 1996/97: 36; Landstingsförbundet 1997; SOU 1999:103).

These present the need for regions to be given greater autonomy and responsibility for their own well-being and future (Hudson 2000b; NUTEK 2002) and to become 'strong regions'. Focus is moved from state regulation to regional self-regulation, and the idea of the empowerment of regions and of people is highlighted. The new-style regional policy is seen as requiring the transformation of the region from a passive recipient of aid from the centre to an active agent responsible for shaping its own future, mobilizing and utilizing its resources and tailoring actions to meet particular local circumstances and needs (see e.g. Ds 2000: 7, SOU 1997: 13). A strong sense of local identity and an ability to turn the 'I' into the 'we' become key factors in enabling a region to build political institutions with a real capacity to solve problems (Gren 2002; Olsson & Åström 2003; Putnam et al. 1996).

Regions need to be able to construct an identity that will encourage indigenous growth, as well as attract and retain inward investment and highly qualified workers – to become 'sticky places in slippery space' (Marcusen 1996).

2.6.2.2 Regional development partnership

Regional development partnerships were introduced in Sweden in 1998 as part of a new regional policy. As a decentralized organizational form, emphasizing inclusion of a broad range of regional stakeholders in the production of regional growth agreements/programmes.

2.6.2.3 Regional governance vs. Government governance

Process of regional governance is emerging where actors from various sectors and levels are becoming involved in complex networks and negotiations around the content and form of regional policy.

The regional development partnerships set up in 1998 to produce growth agreements (later programmes) for their respective regions are one such example.

These have been promoted within the new regional policy as a means for improving both efficiency and democracy by bringing together regional stakeholders from all sectors, encouraging dialogue and networking between them and facilitating their participation in forming sustainable growth strategies for the region.

The central role played by the Swedish county administrative boards (the extended arm of the state in the region), suggests that the partnerships could also be a way for central government to retain control over the direction of regional development.

The developments in Swedish regional policy portrayed above tie in with Kooiman's (2003) concept of social-political governance where the focus is on the 'totality of interactions' between state, market and civil society actors participating in 'solving societal problems or creating societal opportunities' (Kooiman 2003: 4). Indeed, they seem to be a prime example of the 'letting other regimes rule' governance scenario.

2.6.2.4 Main National Political Structures:

2.6.2.4.1 The parliament (The Riksdag)

- Is the supreme decision-making assembly in Sweden (Legislative body).
- The Riksdag is the only public body with the authority to adopt new laws or to amend existing legislation.
- A law that has been adopted can only be annulled or amended through a new decision by the Riksdag.

2.6.2.4.2 The Government

- Is the executive body.
- The Government can also adopt rules that everyone residing in Sweden must follow, but these rules are known as ordinances. The Instrument of Government, which is one of Sweden's fundamental laws, stipulates what law must decide and what can be decided by an ordinance.

2.6.2.4.3 Ministry of Integration and Gender Equality

Areas of responsibility:

- Citizenship
- Consumer affairs
- Democracy issues
- Gender equality
- Human rights
- Integration issues
- Metropolitan affairs
- Minority issues
- Non-governmental organizations

- Youth policy

The overall objectives of integration policy are: equal rights, responsibilities and obligations for all regardless of ethnic or cultural background; social community based on diversity; and social development characterized by mutual respect for differences within the boundaries that follow from society's fundamental democratic values in which everyone, irrespective of background, should take an active and responsible part.

Integration policy must eliminate obstacles and create opportunities for all. It must unleash people's inner strength and break down the barriers of social exclusion that have taken root in Sweden. After the initial phase in Sweden, no special policy for immigrants is needed.

The most important integration measure is to create better opportunities for earning a living and empowerment by pursuing a policy that makes work and entrepreneurship easier.

Integration policy requires that general policy be shaped by society's ethnic and cultural diversity and the needs of the individual. The objectives of integration policy must be mainstreamed into all policy areas. Integration policy is implemented through general measures included in, for example, labour market, education, housing

Glossary:

Refugee:

According to the 1951 United Nations Convention Relating to the Status of Refugees, a refugee is a person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of their nationality, and is unable to or, owing to such fear, is unwilling to avail him/herself of the protection of that country.

Immigrant:

The people whose both parents are born abroad are classified in this group and people who stay in Sweden over one year is also included in this concept.

Million Program:

This initiative produced one million dwelling units during the 10-year period from 1965 to 1974 in response to the housing shortage of the post-World War II era. The intention was to ensure that high-quality housing would not cost more than one-quarter of the disposable income of the household. Over time, however, marginalized groups like refugees became concentrated in these modernist developments, which are located on the fringes of the urban centers.

Introduction Program for Immigrants:

In Stockholm, the municipal Integration Agency (Integrationsförvaltning, IFV) offers a refugee "Introduction" program that includes Swedish language classes, housing assistance for those with extreme need, and social services, all to facilitate eventual independence among refugee participants. Together with a social worker, the refugee develops an Introduction plan to cover the allotted 18- to 24-month period, which begins, on average, one to two months after the refugee receives a residence permit to stay in Sweden.

Quota Refugee:

The refugee quota is intended for refugees and other people who are in need of protection. The UN refugee body, the United Nations High Commissioner for Refugees (UNHCR), presents such matters when other permanent solutions are unavailable.

The term 'refugee' means an alien who is outside the country of his nationality because he feels a well-founded fear of persecution owing to his race, nationality, gender or sexual orientation, membership of a particular social group or owing to his religious or political opinions and who is unable or, owing to such fear, is unwilling to avail himself of the protection of that country. But the refugee quota may include other people in need of protection.

Illegal Immigrant:

Illegal immigration refers to immigration across national borders in a way that violates the immigration laws of the destination country. Under this definition, an illegal immigrant is a foreigner who either has illegally crossed an international political border, be it by land, sea or air, or a foreigner who has entered a country legally but then overstays his/her visa in order to live and/or work therein. In politics, the term may imply a larger set of social issues and time constraints with disputed consequences in areas such as economy, social welfare, education, health care, slavery, prostitution, crime, legal protections, voting rights, public services, and human rights. Illegal emigration would be leaving a country in a manner that violates the laws of the country being exited.

and public health policies. When special solutions are required for newly arrived refugees, they must be adapted to the individual's needs and circumstances.

Legislation against ethnic discrimination and active measures by the relevant government agencies help to counter discrimination in the labour market and other areas of society.

Awareness of ethnic and cultural diversity in society has increased but the goals set by integration policy have not had sufficient impact. Major differences still exist in, for example, employment, housing, and school results between people born in Sweden and people born abroad. Discrimination affects people born abroad as well as their children.

In the education and labour market sectors a range of different measures is being taken to increase employment including improved introduction programmes for newly arrived immigrants, more effective Swedish language training, bridging courses, validation of foreign qualifications and measures to make it easier for employers to recruit.

2.6.2.4.4 Other ministries that work with integration issues

- Ministry of Justice, (minister of migration and Asylum policy)
- Ministry of Education
- Ministry of Employment
- Ministry of Health and Social affairs

2.6.2.5 Authorities and other national and local bodies working with integration:

After a decision of the Riksdag, the Swedish Integration Board was abolished the 30th of June 2007. From the 2nd of July 2007 other authorities has taken over some parts of the Integration Boards activities.

The Migration Board is Sweden's central government authority for aliens' affairs.

This means that they are responsible for:

- Granting permits for people visiting and settling in Sweden
- The asylum process, from application to a residence permit or to a voluntary return home
- Citizenship affairs
- Helping out with repatriation
- International work in the EU, UNHCR and other collaborative bodies
- Ensuring that all the relevant public authorities work together satisfactorily

The Migration board has approximately 40 units in different parts of Sweden dealing with asylum issues, such as:

- Consider applications from asylum seekers who have made their own way to Sweden
- Run reception centres where asylum seekers can live while awaiting a decision on their case
- Run custodial centres for people who have been taken into custody
- Assist in arranging the journey home for those whose applications have been turned down and are required to leave Sweden.

Another task is to select and resettle quota refugees¹ in Sweden.

Since the integration board was abolished the Migration Board has the following responsibilities on integration:

- The overall responsibility to make sure that there is preparedness and capacity to receive protection-needed people who have been granted residence permit.
- To make agreements with the municipalities, based on the Administration Boards advice, about reception of protection-needed people who have been granted residence permit.
- Contributes on housing issues and arrange introduction places in municipalities to those who have been granted residence permit but can not on find a place to live.
- Decides on government compensations for refugee reception to municipalities and County Councils.

On integration issues the Migration Board cooperates with:

- The County Administrative Boards who confer with the municipalities about the reception of asylum-seekers that have been granted residence permits.
- The Swedish Municipalities and County Councils who receive asylum-seekers that have been granted residence permits.
- The County Councils who provide health care for asylum-seekers.

2.6.2.5.1 The County Administrative Board

Sweden is divided into 21 counties, each of which has its own County Administrative Board and County Governor.

The function of the County Administrative Boards is to be a representative of the state in their respective counties, and serve as a link between the inhabitants, the municipal authorities, the Central Government, the Swedish Parliament and the central state authorities.

The role of County Administrative Board includes:

- Ensuring that national targets are attained
- Coordinating the varying interests of their counties
- Promoting the development of their counties
- Setting targets to be attained at regional level
- Ensuring that the rule of law is not infringed.

The County Administrative Board works with integration in many different ways and with many different partners. The work is carried out in six main areas:

- Self-independence through education and work
- Democracy, antidiscrimination and diversity
- Information and exchange of experience
- Entrepreneurship
- Health issues

- Housing

After the integration board was abolished the 1 July 2007 the county administration board has got the operative responsibility for the negotiations and agreements with the municipalities concerning receiving and introduction of newly arrived in their county. The County Administration Board shall engage municipalities to receive newly arrived who have been granted a residence permit and make sure that they get a good introduction in the Swedish society.

The Migration Board shall continuously provide the County Administration Board with planning conditions, for example in form of prediction over the needs on the basis of expected number of asylum seekers and granted residence permits. In the planning conditions there shall also be an evaluation from AMS2 and the County Administration Board on where in the country the best conditions for work and self-maintenance are.

The commission of the County Administration Board can be summarized in three main points:

- To ensure that there are preparedness and capacity in the municipalities to receive the newly arrived that have been granted residence permit
- To discuss with the municipalities about receiving refugees and announce basic data to the Migration Board for their decision-making
- To follow up the introduction in the county

2.6.2.5.2 Swedish National Board for Youth Affairs (Ungdomsstyrelsen)

After the Integration Board was abolished they took over the responsibility to divide government subsidies to organizations and projects that promote integration.

2.6.2.5.3 Statistics Sweden (Statistiska centralbyrån, SCB)

Took over the database STATIV, from the Integration Board, with statistics on integration and they are responsibly to publish some analyses of the statistic.

2.6.2.5.4 County Council's (Landstinget)

Has the mandate to ensure that its residents have access to healthcare and public transport as well as preventing health problems.

Stockholm County Council's activities affect over one fifth of Sweden's population.

The geographical area covered by the council includes 26 municipalities of various sizes and characters, with a total population of 1.9 million.

2.6.2.5.5 The Stockholm County Association of Local Authorities (KSL)

It is an association of the 26 municipalities/cities within the Stockholm County. Together with the Municipalities, KSL will:

- Initiate innovative development
- Lobby other groups and organizations

- Create opportunities for cooperation
- Create regional knowledge with the aim to strengthen the local region.

KSL's operational areas are:

- Municipal Finances
- Growth and Employment
- Sustainable Public Infrastructure
- Education
- Health and Social Services

2.6.2.5.6 The National Labour Market Administration (Arbetsmarknadsverket - AMV)

Of the people that stand outside the labour market today, those with foreign background is over represented. By cooperating with other stakeholders, AMV brings about an individual and coherent introduction for a more efficient entrance to the labour market.

2.6.2.5.7 The Employment Service (Arbetsförmedlingen)

The Employment Service shall also counteract and prevent discrimination in working life on the basis of gender, ethnicity, religion and faith, disability and sexual orientation so that all jobseekers have the same opportunities to obtain work.

2.6.2.5.8 The Municipalities

Have the responsibility to provide housing and education to their population.

2.6.3 Analysis of Regional Governance concerning the following aspects:

Due to the abolishment of the Integration Board the statistic database on integration, STATIV, is not available on the internet at this moment. SCB has taken over the responsibility over the database.

2.6.4 Brief description of each Regional Governance aspect:

Housing:

General Background: The County Administration board works to create opportunities for everyone to have good housing. They administrate the state finances and monitor and inform about the housing situation in the county. The municipalities are obligated through law, *bostadsförsörjningslagen* to plan the housing maintenance in a sense that everyone in their municipality can have good housing. The County Administration board shall give advice and contribute with basic data that makes it easier for the municipalities. According to the goal of the housing politic everyone shall be given the

opportunity to have a good place to live for a reasonable cost and in a stimulated and safe environment within a frame of long term conditions.

The current situation in Stockholm County: Many refugees choose to come to Stockholm County, last year over 6500, and there is a big need for accommodation for these refugees. In January 2007 the city of Stockholm made a housing survey among the approximately 3000 refugees who at that time had an introduction place⁴⁰. The survey showed that over 70 per cent of those are a lodger. That means in reality that refugees lives at relatives and countrymen.

Today in Stockholm County there is a lack of accommodation. The high prices of tenant-ownership and newly-built rental flats make it difficult for newly arrived refugees to come into the housing market.

Education: The municipalities are responsible to carry out the education for each target group, therefore the younger children normally participate the municipal pre-school activities, older children go to compulsory school and children over 16 years old will be offered upper secondary school or similar. The municipality where the children live is responsible for carrying out education that considers the special needs and conditions of each child.

Swedish for immigrants (SFI): SFI is the fundamental education in Swedish language studies for the adults who do not have Swedish as mother tongue. Swedish Language teaching for immigrants is a special kind of education. Adult⁴¹ immigrants who do not have the basic language skills in Swedish and are registered in one municipality have the right to participate the language course (SFI). Each municipality has the responsibility to guarantee that all adult immigrants who have the right to participate SFI also get the education.

When the qualified adult immigrants apply for the education, it should start within three months.

Job-orientated Swedish language education (SFX): To take care of the unique knowledge and job-experience of the refugees, the County Administrative Board in Stockholm and Stockholm County Association of Local Authorities establish a special SFX-education through regional cooperation. SFX is the term for job-orientated education within SFI (Swedish for Immigrants) and SAS (Swedish as Second Language) that are operated in Stockholm County. The purpose of SFX is to take better care of participants' knowledge and experience. Through cooperation among municipalities, it is possible to create and operate those job-orientated educations.

Swedish for educationalist (SFP): SFP is a regional project, whose local project-owner is the city of Stockholm, and began in January 2006 and went on until June 2007. The target group is the people who emigrate from other countries and have the will and capacity to work

⁴⁰ Introduction place: People that have got a resident permit get an introduction place in a municipality which comprises for example education in the Swedish language and company connections. If the person haven't arranged housing, that can also be included.

⁴¹ The year you turn 16 years old, you are considered to be an adult.

as a teacher in Sweden. SFP is a job-orientated study approach or complement of earlier education specifically for teachers with a foreign degree of education.

Swedish for academician (SFA): SFA is a project that will try out an approach to make the Swedish language education for immigrants more effective through binding the education with the immigrants' earlier job-background. Cooperating with Stockholm County Council, the municipality of Södertlje, Haninge and Botkyrkan lead SFA with medical education.

Swedish for entrepreneur (SFF): SFF is a regional project, whose project owner is the city of Solna, and began in October 2004 and went on until December 2006. SFF is an enterprise-oriented Swedish education prepared for immigrants. The target group is the people, emigrating from other countries, who have the will and capacity to become entrepreneur and who have the requirement to learn Swedish and gain the knowledge of the Swedish enterprises.

After the success of SFA-care, which began in January 2001 on campus Telge in Södertälje, several municipalities would like to cooperate and operate similar education for other professions. As a result, SFF started at 2004, SFP at 2005 and SFH (Swedish for Artisan) at 2006.

Employment: The Swedish Government and the Swedish Riksdag (Parliament) have overarching responsibility for employment and overall labour market policy in Sweden. The objective is to have a well-functioning labour market. The National Labour Market Administration (AMV) has an important role in translating these policies into practice in order to facilitate a well-functioning labour market. Their responsibility is to achieve the objectives and to carry out the tasks with which they are charged by the Government and the Riksdag.

The most important task of the Swedish Employment Service (Arbetsförmedlingen) is to help facilitate effective matches between jobseekers and job vacancies. Their responsibility is to support and prepare jobseekers to enable them to apply for and fill vacancies. Another important task is to safeguard the role of the unemployment insurance scheme by applying its rules uniformly. The Employment Service's responsibilities also include facilitating and hastening entry to the labour market for vulnerable groups, for example immigrants. The Employment Service shall also counteract and prevent discrimination in working life on the basis of gender, ethnicity, religion and faith, disability and sexual orientation so that all jobseekers have the same opportunities to obtain work.

There are several special programs within Stockholm County to increase the employment for immigrants. The following are two concrete examples:

Regional Growth Program (RTP): The shortage of labour still lasts and is assumed to accelerate, while approximately a quarter of million people in Stockholm County do not have a job and discrimination of labour market continues. A large part of unemployment is concentrated in the immigrant group. With the purpose that people's competence should be taken better care of in the labour market, the County Administrative Board participate the regional Growth Program aiming at removing the discrimination obstacle in the labour market.

The overall aims include:

- Promote same right and opportunity for all no matter ethnic and cultural background.
- Prevent and counteract xenophobia, racism and discrimination.
- Promote social development that characterizes mutual respect and tolerance that all, no matter background, should participate and share the responsibility.
- Promote immigrants' enterprise and employment.

Recruitment Bazaar: Recruitment Bazaar, operated by the County Administrative Board, consists of representative from business world, organizations, associations, municipalities and public authorities. The concentration is language, labour market, enterprise and growth. Recruitment bazaar shows the way to labour market and create the opportunity without national border for jobseeker and employer.

The fact of education and working experience is not the reason of integration problem in Sweden. Nowadays, the people who are born abroad have nearly as same education level as those who are born in Sweden. The problem is that foreign-born people hardly have any opportunity to meet the employer face to face. In the recruitment Bazaar, the problem can be solved.

Health: The public health policy area comprises work aimed at promoting health and preventing disease. Public health refers to the general health situation of the entire population, or parts of it, and the development of good health and its distribution among the population.

Public health policy is to focus on preventing the causes of ill health and strengthening the factors that promote good health. The Government considers it important to build health-promoting social structures and prevent ill health. Public health policy is also to improve people's possibilities and motivation to take more responsibility for their own health.

To prevent the effects of ill-health during the introduction period for immigrants in Sweden, the Integration Board took an initiative for collaboration between different stakeholders⁴². The purpose is to increase the consensus on health issues and to emphasize the importance of health-promoting efforts for the newly arrived immigrants during their first time in Sweden.

As a first step the stakeholders presented a national consensus on "health issues and the first time in Sweden".

Social participation: Not found yet

Legal and political: Not found yet

Cultural integration: The objectives of national cultural policy include: taking action to enable everyone to participate in cultural life, to experience culture and to engage in creative activities of their own;

⁴² The stakeholders who has agree upon these principles are Integration Board, Karolinska Institutet, Migration Board, Social Insurance in Sweden, Swedish National Institute of Public Health, Institute of Psychological Medicine, The Swedish Association of Local Authorities and Regions, The Swedish National Agency for School Improvement, The National Board of Health and Welfare.

promoting cultural diversity, artistic renewal and quality; enabling culture to act as a dynamic, challenging and independent force in society; preserving and making use of our cultural heritage; promoting a thirst for learning, and promoting international cultural exchange and meetings between different cultures in the country.

Responsibility for public support to the cultural sector is shared between the State and local government, i.e. the county councils and municipalities.

The county councils are responsible for regional activities. These include both subsidies to regional cultural institutions - county theatres, county music institutions, county museums and county libraries - and subsidies to popular movements and non-governmental organizations.

The county administrative boards are responsible for cultural environment work at regional level in collaboration with the county museums.

The municipalities work on services at local level - libraries and music schools, as well as subsidies to activities like local orchestras, theatre groups, municipal museums and local cultural environment work.

Sweden has developed into a very culturally diverse country, partly as a result of migration in recent decades and increased internationalization. This must be reflected in the activities of cultural institutions that receive public funding.

The long-term goals for the government agencies and some institutions in the Ministry's sphere of responsibility has for a long time been to integrate a multicultural perspective in their work. The Swedish National Council for Cultural Affairs has adopted an action plan that aims at permeating all activities in the cultural field for multiculturalism.

The following are several activities about cultural diversity in Stockholm County Councils:

Multi-cultural consultants: The responsibility of multi-cultural consultants is to permeate all the cultural activities into the whole county and rise up the cultural event that might not be noticeable by everyone. Although the multi-cultural consultants are placed in county music institutions, they aim at all the cultural field within Stockholm County.

One important function of multi-cultural consultant is to be the link and act as intermediary in contacts between, on one side, the leisure cultural life, cultural associations, and immigration associations and, on another side, sponsoring authorities, municipalities, institutions and organizations, etc. Furthermore, they are also cooperation-partner of projects that are cultural diversity related.

Multi-culture year 2006: The Ministry of Culture designated 2006 as a Year of Multi culture in order to further highlight and reinforce diversity in cultural life.

The purpose of Multi-culture year 2006 is that the national cultural activities will in long term better reflect and incorporate the ethnical and cultural diversity faced by Sweden today.

The co-ordination committee of Multi-culture year 2006 has already handed out the final report "Cultural diversity is the future", which contains a summary of the experiences and knowledge drawn from the multi-culture year to the Ministry of Culture. Furthermore, the report gives the advices on how the cultural diversity can be better promoted within the public sponsoring cultural life and presents several examples on contributions and international

experiences within cultural life. It also contains several worth-thinking essays about cultural diversity written by different authors.

The Multicultural Centre: The Multicultural Centre was founded in 1987 by the municipality of Botkyrka. The need to tackle new situations, as well as interest in following the cultural processes of interaction and change gave birth to the idea. The Multicultural Centre is a forum for research and for exchanging knowledge and experiences on migration as well as social and cultural diversity. The centre and its staff has been involved in a number of government investigations and evaluations e.g. of the Metropolitan development programme and of policies of multiculturalism and integration.

The County Administration board in Stockholm has the intention to find out the interest of the municipalities and other interested parties to increase the cooperation so as to make an individual adaptable and more efficient introduction for newly arrived refugees. The purpose is to take a larger common responsibility on different issues concerning housing, education or workplace introduction.

2.6.5 Aims & Objectives of the Regional policies for all the aspects

See the previous paragraph.

2.6.6 Description of the concerned legislation for each aspect

Housing: The municipalities are obligated through law, "bostadsförsörjningslagen (2000:1383)", to plan the housing maintenance in a sense that everyone in their municipality can have good housing. The County Administration board shall give advice and contribute with basic data that makes it easier for the municipalities.

According to the goal of the housing politic everyone shall been given the opportunity to have a good place to live for a reasonable cost and in a stimulated and safe environment within long term conditions

Education: According to the Swedish education act, all children and youths should have access to an equivalent education independent of gender, geographic domicile, social and economic conditions. (Skollagen 1 kap 2 §). The municipalities are responsible for the preschool and the compulsory school. The municipalities and the county council are responsible for the upper secondary school, (4 §) and also for the municipal adult education. The municipalities are responsible for sÄrvux and sfi. (10 §).

2006:000 - A special Act prohibiting discrimination and other degrading treatment of children and students

2001:1226 - the Equal Treatment of Students at Universities Act Ordinance (2001:976) on education, pre school activities and schoolchild-care for asylum seeking children

Employment: The Act on Measures against Discrimination in Working Life on Grounds of Ethnic Origin, Religion or other Belief (1999:130). The purpose of this act is to promote equal rights and opportunities irrespective of Ethnic Origin, Religion or other Belief.

This applies on work, employment conditions, other conditions and possibilities for development. (1§).

Ordinance (2007:662) on extra compensation to municipalities 2007-2009 to speed up Aliens "etablering" on the labor market

Health: Both municipalities and county council's obey under the municipal act (1991:900). It says that the county council is responsible for health- and medical care.

The Health- and medical act (1982:763) is a basic act that contains fundamental rules about health- and medical care. It states what the county council, the municipality or other caregivers are obligated to offer the patient. The act doesn't state anything about which rights you have as a patient.

The acts second paragraph states the following: "The goal for the health- and medical care is good health and equal conditions for the entire population. The care shall be given with respect to all people's equal value and for the individual people's dignity. The one that has the most need for health- medical care shall have preference for it".

Ordinance (1994:362) on healthcare fees for Aliens Ordinance (1996:1357) on government compensations for health- and medical care for asylum seekers

Social participation: see other sections.

Legal and political: The Aliens' act (2005:716) regulates aliens stay in Sweden. It has for example rules on asylum, residence permit, deportation and family reunion. A new Aliens' act came into force on the 31st of March 2006.

Cultural integration: see other sections.

Prohibition against discrimination: Discrimination constitutes a crime against fundamental human rights, according to both UN and EU. This can for example be seen in:

- UN: s general declaration on the human rights (article 1 and 2)
- UN: s convention on civil and political rights (article 2.1 and 26)
- The European convention on human rights (ECHR)
- EU- treaty (article 6.1 and 6.2)
- EG- treaty (article 13)

Measures to counteract discrimination have high priority. One way to counteract discrimination and thus work for the fundamental human rights is through legislation at national level. The Swedish situation today with numerous laws against discrimination makes it difficult to get an overall picture.

In Sweden there are today four different laws against discrimination due to ethnic belonging. Those are:

- 1999:130 - The Act on Measures against Discrimination in Working Life on Grounds of Ethnic Origin, Religion or other Belief
- 2001:1226 - the Equal Treatment of Students at Universities Act
- 2003:307 - Prohibition of Discrimination Act (extending protection against discrimination beyond working life and higher education to other areas of society)
- 2006:000 - A special Act prohibiting discrimination and other degrading treatment of children and students.

If you include discrimination laws due to gender, disabilities and sexual preference, there are three more acts.

Office of the Ombudsman against Ethnic Discrimination: The Office of the Ombudsman against Ethnic Discrimination is responsible for ensuring that discrimination on grounds of ethnic origin, religion or other belief does not occur in working life or other areas of society. It also monitors compliance with legislation in this field, and is required to provide advice and support to anyone who has experienced discrimination to ensure that their rights are safeguarded.

Moreover, the Office of the Ombudsman against Ethnic Discrimination is responsible for initiating anti-discrimination measures. This involves meeting with government agencies, companies and organisations, influencing public opinion and conducting information campaigns.

The Office of the Ombudsman against Ethnic Discrimination will receive an extra SEK 13 million in 2007. The extra allocation is to be used to improve legislation monitoring, to help more people receive redress for discrimination and to reach vulnerable groups.

A coherent discrimination legislation: A parliamentary committee has submitted a report on coherent discrimination legislation (En sammanhållen diskrimineringslagstiftning, SOU 2006:22). The report has been circulated for comment and is now under consideration by the Government Offices. The Government intends to propose that the different anti-discrimination laws be combined into one piece of general anti-discrimination legislation, and that the Office of the Equal Opportunities Ombudsman, the Office of the Disability Ombudsman, the Office of the Ombudsman against Ethnic Discrimination and the Office of the Ombudsman against Discrimination because of Sexual Orientation be merged into one government agency. The Government will also look into how compensation regulations for degrading treatment should be formulated. Damages in discrimination cases must be considerable in the public and private sectors alike.

2.6.7 Sources and references:

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- The Riksdag: www.riksdagen.se
- Migration Board: www.migrationsverket.se
- The County Administration Board: www.lst.ab.se
- Swedish National Board for Youth Affairs: <http://www.ungdomsstyrelsen.se>
- County Council: www.sll.se
- KSL: www.ksl.se
- AMV: www.amv.se
- City of Stockholm: www.stockholm.se
- The Swedish National Agency for Education: www.skolverket.se

2.7 UPPSALA CITY⁴³ (Sweden)

2.7.1 City of Uppsala⁴⁴

Uppsala Produktion vård och bildning,
 UVB Fyrisborgsgatan 1
 75375 Uppsala SE
 Sweden

2.7.1.1 Diversity for success:

The Integration Policy of the City of Uppsala is clearly exposed in the Manifesto "Diversity for success", ratified by the City Council 28-29 May 2001. Its main principles are:

- the equal value of every person is recognised
- Everyone sees diversity as an asset
- Everyone shares power and assumes responsibility

⁴³ Authors: Mr. Kenneth Ritzén.

⁴⁴ We have put the contribution of Uppsala City on the governance immediately after Stockholm, to integrate the vision of the subject from two pint of view.

- Xenophobia, racism and discrimination no longer exist

2.7.1.2 Uppsala is a city where:

- At all levels, the ethnic diversity of administrations and companies shall reflect the diversity of the surrounding community.
- Nobody will experience discrimination in their contact with organisations, administrations or companies.
- In its land-use decisions, the city will ensure that social planning becomes an integral part of spatial planning.
- The city's housing policy and planning will remove ethnic and social obstacles to settlement, and enable individuals to choose the area in which they live.
- The city will work through preschools and schools to enhance integration by actively taking into account the diversity in our society, and hence increase involvement for everyone.
- Through preschools and schools, the city will demonstrate and develop ways that lead to comparable and equal education for children and young people, regardless of their mother tongue.
- There will be environments and activities that stimulate positive development, that mean different individuals and cultures meet.
- The city's labour market and employment policies shall pay particular attention to vulnerable individuals and groups.

Glossary:

The words integration, segregation, assimilation and immigrant are terms that can be interpreted differently. We use them here as follows:

Integration is a state of co-existence involving equality, mutual understanding and respect between people with different cultural, economic and social backgrounds. In an integrated society, everyone has equal opportunities to develop and realise their objectives in life. Integration enriches everyone, and is fundamentally a democratic issue.

An effective integration policy examines and creates respect for shared societal norms, while preserving people's right to follow and develop their own lifestyle. People's objectives in life shall not be obstructed, provided they do not impinge on other people's rights or conflict with our common rule of law. In an integrated society, there is room for pluralism and diversity. Integration concerns us all, and is a continuous process.

Segregation means people or groups live and work separately on the basis of ethnic, economic or cultural divisions. If people live in segregation, social, economic and cultural co-existence are at risk of breaking down. Segregation creates huge problems when a particular ethnic or cultural affiliation also means social and/or economic alienation.

Assimilation requires unilateral adaptation by minority groups to the culture of the majority. Assimilation means that groups of people lose the opportunity to choose, and become subject to the choices of others.

Immigrants are not a homogeneous group. There are great differences in cultural and economic circumstances, level of education, urban/rural origin, etc. Immigrant is not a good term. It leads to a division of the city's inhabitants into immigrants and Swedes, when in fact the majority of immigrants could be defined both as immigrant and as Swede depending on whether you take a long- or short-term perspective.

Many people feel it is another aspect of alienation when they are labelled as an immigrant, and hence given special treatment, when they have perhaps lived all or half their life in Sweden and have children born here. It is therefore desirable that we start using different definitions, based on people's/groups' preferences, for example "Swedish-Iranian", Swedish with foreign background, born abroad, etc.

Integration is a matter of everyone's mutual dependency on everyone else's contributions, and a willingness to safeguard the equal value of every individual. Integration is a matter of democracy, a way of looking at people and solidarity. Democracy cannot be taken for granted. It must be won every day, in the face of every decision, prioritisation and conflict. Ideally, and according to the constitution, everyone has equal human value, but this is not fully realised until other people are prepared to respect it.

Today, the disparities between people's circumstances are too great. This applies to education, employment, economics, housing, health and participation in the democratic decision-making process. The causes include individual differences as well as class and gender differences and ethnic background.

Segregation threatens to perpetuate alienation, unemployment and social exclusion. It limits individuals' development opportunities and wastes human resources. Negative attitudes and discrimination affect many people with foreign backgrounds.

- The city's trade and industry policy will remove the specific c obstacles to establishing and developing businesses that confront business people with a foreign background.

2.7.1.3 Policy objectives:

- All committees and boards shall report, in conjunction with their annual accounts, on the objectives that have been set, the measures and plans that have been implemented to achieve the integration
- Policy's vision and objectives, and how these have been fulfilled.
- All committees and boards shall draw up diversity plans for the financial year
- The city executive board will secure support for the integration policy, and systematically monitor and
- Evaluate its observation by committees and boards.
- The city executive board will produce basic material for the structure of the city's diversity plans.
- The office of the city executive board will monitor developments in the use of anti-discrimination provisions in procurement, and will report to the city executive board when the legal position is clarified.

2.7.1.4 Why we have an integration policy:

Uppsala shall abolish the trend towards alienation in society. A well-supported vision and declared objectives are needed to enable the creation of an open and integrated community.

The foundations for effective integration are laid through education, work, and respect for human rights, anti-discrimination measures, good local environments and a rich cultural life. Positive development is conditional upon everyone taking responsibility for the integration process.

Schools have a responsibility to improve integration. All children and young people have the right to be given equal opportunities, on the basis of their own circumstances, for the education required for future studies, work and active participation in society.

Housing segregation must be abolished. If everyone lives in the residential area they choose, there is an increased sense of security and participation. In the long term, the composition of the city's personnel should reflect that of the population at all levels. Committees, boards and companies will therefore produce diversity plans showing how this will be achieved.

A self-chosen job increases the chances of good integration. The City of Uppsala should be a model

2.7.2 The variable components of the City Governance:

2.7.2.1 Integration processes and the NGO's on the local governance level:

On the local municipality level in Uppsala, the kernel in steering integration processes is the political policy making. Therefore we send the actual *Integration policy*, although it is old and under political revision. A

closely relevant local steering document is the policy concerning *United Nation's Convention of the rights of the child*. These are the major two politically legitimized documents. Moreover, there exist an over-ruling document called *Direction, activity, economy*, where the ruling political constellation formulate their over-arching political ambitions for the coming years. Mostly this prime political document deals with immigrant organisations in the sections of *Culture* and *Leisure time*.

The political directives, steering how the municipality's staff shall work with integration processes in Uppsala, is completed by the municipality's collaboration with NGO's. Uppsala has a policy document on this, which therefore is added as document. Two processes are of main interest:

- Financial support to NGO's and immigration organisations, with specific criteria for receiving municipal support. Three categories form this financial support: a) raising a new organisation; b) financing activities; c) projects
- Agreements between Educational associations and immigrant organisations. We include an example of these agreements, not the best one but the one at our disposal. At it's best such agreements shall reflect policy documents as well as the financing criteria set up by the municipality

In addition to the financial support from the municipality, NGO's can seek for economical funds from the state (i.e. National Board of Youth, National board of Culture), from national Funds (i.e. Foundation of Future Culture), or from the County Administrative Board. Today, it takes a lot of energy to seek project financing, even from EU. Most of the immigrant organisations are partners in *Immigrants' organisation in Uppsala*. Some prefer to stay outside, collaborate directly with an Educational association. Most of the NGO's with Swedish background assemble in *Uppsala Association council*, responsible for the dialogue with the municipality of Uppsala.

To promote integration the main stakeholders have signed a *Local cooperation agreement about introduction of newly arrived refugees and immigrants*. These eight stakeholders are; Municipality of Uppsala, Local Employment Office, The County council of Uppsala, The Regional board of Migration, Central union of labour workers, Central union of Employers, Central union of civil servants, Uppsala Association council. Until 2006 there existed a regional counterpart to this local agreement, now no longer compulsory, as an effect of the abolition of *The National board of Integration*.

2.7.3 The analysis of Regional Governance concerns the following aspects:

Housing: 60 % of the newcomers prefer to arrange a housing on one's own, causing several problematic consequences. In earlier times the society planned the housing in connection with the municipality's reception of the refugee. This change is causing a huge debate

Education: Many efforts by municipalities and NGO's are in progress to ameliorate the combination of study of language (Swedish for immigrants) and study the country (Sweden for immigrants)

Employment: Efforts by municipalities and NGO's to combine studies, introduction and activities leading to entry to the labour market

Health: Heightened consideration of the characteristics of health needs of refugees and minorities, leading to method development and organisational change

Social participation: Initiatives from NGO's and immigration organisations are complementing the activities of the municipality.

Cultural integration: Today it is mostly in the school system that efforts are done to create a "double identity", although the situation varies from pre-/ school to pre-/ school. In social work and health care this dimension of integration is generally weak. Still, there are, as an example, very few institutions of elderly care based on cultural and linguistic diversity.

2.7.3.1 NGO's and immigrant organisations in the processes of integration and decision making

Of course there are thousands of complexities how to implement national, regional and local documents and policies. What follows below is part of a larger internal discussion in Uppsala, aiming at development of integration processes. Other stakeholders might have another description of the state of questions concerning NGO's and immigrant organisations. All these existing descriptions of the actual situation complete – and sometimes compete - each other. We, doing this report, represent one part in this larger local and national discussion.

Having said this, let us mention some examples, as a basis for our internal discussions within our project *Inti Routes*:

- There is no accordance, neither among politicians, nor staff, nor in the civil society, in the understanding of what "integration processes" are including. In general there are few contacts between the integration discussion in the surrounding society and within the various minorities. As there is no common concept of what integration is, the cherished "dialogue" is severely undermined or time taking and complicated
- Although there is a direct communication between the politicians and NGO's / immigrant organisations, the contacts are weak, and mostly manifested during years of election. However the

actual political majority is interested in entering into a deeper dialogue as for discussing “the marginalised” and “vulnerable areas”. This work has only begun in the municipality of Uppsala.

- The dialogue between the staff in the municipality and civil society is not on a systematized level (see an explanation below). However the municipality of Uppsala is in the beginning of a process of developing the methods of contacts with the citizens of Uppsala. Yet we don't know what new forms of contacts this will bring with the NGO's and immigrants associations and communions
- Traditionally, Sweden has organised introduction and integration programmes as a prevailing task for the “society” (state, county, municipality), therefore under-dimensioning the role of civil society and NGO's. Thus the society has almost a monopoly on integration, although the *National Board of Integration* is recently abolished (without safeguarding the assembled knowledge neither on national nor a local level). Civil servants within the municipality of Uppsala who have since long strived for a method development from a concept of collaboration /partnership between the municipality of Uppsala (school, social service, culture etc) and the civil society have had some difficulties in anchoring this concept among colleagues
- Although the attitudes towards civil society are changing today, this is until now a slow process. All over the country there are more and more recognition of the potentials of civil society, but the methodology is regularly weak. Therefore, this *Inti-Routes* project is highlighting an undeveloped topic in Swedish work for integration and social change. Nevertheless, we have in Uppsala excellent experience of good practices in this field, of which we hope to share some experiences at the workshop in February
- In the city of Uppsala there exists no overall knowledge neither of what is going on as for contacts between the municipality and the civil society nor of what kind of initiatives that are taken by NGO's. Different initiatives are not coordinated, nor taken from a shared analysis of what is needed to do. Different stakeholders don't know what kind of methodology development others are undertaking. Often, initiatives are doubled, as one actor doesn't know the other. Although there are many initiatives taken on creating, for instance, new methods in family oriented social work or establishing *group for girls /women / men*, it is lacking structures for building on earlier method developments and spreading insights already done. Too often, projects “invent the wheel” anew. On a structural level the impact therefore is often quite low, however important the “breakthroughs” might be in the actual case / project
- The wakening interests from state/municipality to include NGO's and immigrant organisations in the introduction and integration processes is in its' beginnings. The structural change of the institutions and the budget (and tax system) of *the welfare state* are strongly influencing these ambitions to expand the collaboration and to include new stakeholders. As a matter of fact, this

structural change is an over-arching dimension in actual day-to-day work as well as for all processes of long-term method development, although not sufficiently handled with. Due to traditional reluctance to include organisations in the civil society, in combination with a restricted budget /tax system, the potentiality as well as the initiatives taken by NGO's are too often leading to a methodological blockage

- Since the end of the 90-ties the state and the municipalities have undermined earlier support to immigrant organisations, by interfering in their inner activities and conditioning financial support. Earlier, in the first era of a national immigration policy, the immigrant organisations were considered as safeguarding the collective identity and interests of the minority within the larger society. Today the emphasis is more on the task to adapt newcomers to a preconceived idea of "the Swedish society"(thus strengthening assimilation pressure). Current international *moral panic* as for cultural and religious collective manifestations has an impact on local level. Today it is therefore difficult to get financing out of the analysis done by the organisation itself. Rather they must correlate their applications to the conditions set up. In general what is demanded are activities leading to work on the one hand and activities supporting young girls against honour related violence. These conditions restrict the potentials of the NGO's, also when the municipality is actively seeking for collaboration

- The NGO's and immigrant organisations are weak so far in the processes of decision. As they are economically weak, they are highly sensible and/or dependent on the contributions from the surrounding municipality. Today this financial dependency is a main difficulty for NGO's when negotiating with the municipality of Uppsala. On the one hand, the municipality is short of money (saving budget) and on the other hand there is not always an agreement about what are the main issues and problems that NGO's should deal with in the integration processes or the development of local society. This we will deal with in *work package 3* and at the workshop in Uppsala

- The needs of the immigrant organisations are not easy to "match" with the assumptions, methods and criteria among politicians and staff. Constantly, immigrants and other initiative takers from civil society report that it is difficult to know to whom within the municipality they shall address their ideas. Hopefully this project will contribute to make clear the potentials in expanding stakeholders dealing with introduction and integration. There is, for instance, urgent need to broaden the concept of integration to include much more processes than those leading to work, the so-called *route to work*. Happily, in Uppsala we have good examples on how to develop the collaboration between the municipality of Uppsala and NGO's on other fields than what is related to the labour market. This is especially so as for work with topics concerning family life and identity making.

- Among the immigrants and national minorities (Sami, Jews, Roma, Finns, Meänkieli) we have a process of consciousness making, although uneven and fragile. These inner processes lead to extrovert processes of empowerment and mobilisation. Thus, during the last years we have experienced constructive examples of the establishment of different organisations in the civil society aiming at safeguarding the minority interests, e.g. schools, folk high schools and museums. One spectacular example of these integrative initiatives *from within / below* is the establishment of an Islamic Education organisation, *Ibn Rushd*, helped by the Christian counterpart *Sensus*. Ibn Rushd was very recently acknowledged by the national authorities as an independent national Education organisation
- Swedish programmes for introduction and integration are on a threshold: Bridging the traditional cleavage between asylum seeking time (stay at refugee camps, administered by the state) and the municipal “programme” after the Migration board’s decision of the permanent stay in a municipality. The NGO *Integra*, a collaborating partner in our project Inti Routes, has excellent experience in this field

In conclusion, we could say that today’s Sweden and Uppsala experiences a coexistence of the older monopolistic system and a breakthrough for equal and mutual responsibility for method development in the field of integration, welfare and social sustainable development. Therefore we are eager to take part of the experience made in other countries.

2.8 VALENCIA REGION⁴⁵ (*Spain*)

2.8.1 Comunidad Valenciana

Comunidad Valenciana
 Plaza Manisses, 3
 46010, Valencia
 Spain

2.8.2 The variable components of Regional Governance are:

Before the existence of the “Valencian Plan of Immigration”, the actions carried out in this field were guided by a mixed model of intervention, whose objective was to tackle a problematic that, until very recently, was a very isolated issue and remained within the limits of normality. However, in few years, immigration has become a structural phenomenon, which requires more in detail attention and solutions, aimed at establishing work guidelines about the migrant phenomenon.

⁴⁵ Authors: Mr. Juan Manuel Revuelta Pérez.

The mixed model of intervention was based in two main pillars: on the one hand, one institutional element corresponding to the Regional Government of Valencia (as the Directorate General of Social Services, belonging to the Valencian Ministry of Social Well-being), as well as the local administration, in the case of the social services provided by the municipalities; and on the other hand, one private element, whose functioning is based on the own civil society, represented by the NGOs and the associations of the different groups of immigrants.

The start-up of the **Government's Commission for the Immigration** arises in the framework of the growing attention that the immigration issue is drawing in our region, which is the reason why public authorities have realized that it is necessary to coordinate this phenomenon.

The decision of setting up a solid and unified Valencian policy regarding the immigration required the creation, besides the abovementioned Government's Commission for the Immigration, of a new administrative structure. This structure would work framework to facilitate the coordination and monitoring of actions and policies of the different departments of the Valencian administration, as well as the creation of participation, advice and dialogue bodies involving the Public Administration, the civil society and the world of the immigration in our region.

As a result of this aim, the **Inter-department Commission for Immigration** was created in 2002. This organ counts on the presence of representatives of the Valencian ministries and departments with authority on areas linked with the migratory problematic. The function of this body is to establish a general criterion of coordination, monitoring and supervision, of evaluation and adaptation, and finally of actions to be implemented when necessary.

Another structure born as a result of the new approach is the **Valencian Forum of Immigration**. This body is intended to develop a role of great import regarding the design, impulse and monitoring of the Valencian policy of immigration. Different working groups have been set up within the Forum, representing the proposals of the different areas linked with immigration.

In the medium-term view, the current Valencian Plan of Immigration foresees the creation of the **Valencian Observatory of Immigration**.

The Government's Commission for the Immigration proposed the elaboration of this **Valencian Plan of Immigration** with the objective of tackling the immigration problematic. Within this Plan, the **citizens' participation** is a key element in order to create an optimal intercultural environment in the society. The full integration of immigrants in projects and actions developed by the Valencian Government and, above all, the active cooperation of the whole citizenship provide to the Valencian society the possibility of sharing an area of harmony and solidarity.

The Valencian Government considers that it is very important to disseminate the positive aspects of immigration, solidarity initiatives, experiences of life together and contributions of immigrant citizens to the economic, demographic and human development of our society.

The **universities** of our region have actively support and taken part in the elaboration of the Valencian Plan of Immigration. In the same sense it has been gathered the consensus of the highest possible number of **institutions and organizations involved in the migratory phenomenon**.

The Valencian model of integration, created by the Valencian Government, is the basis of the planning and elaboration of the different programmes of intervention that promote the integration of immigrants. These programmes will be developed and implemented following a transversal principle, i.e., the coordinated cooperation of the different bodies and entities involved in each programme.

The Valencian Government deems the department of interinstitutional relationships to be an essential part of the immigration policy. The goal is to reach as much as possible coordination and cooperation among the different levels of public administrations when they draft, develop and implement the specific policies about immigration. The creation of a Valencian Observatory of Immigration is a logical step in order to manage a databank corresponding to all the important information on immigration and in order to allow all the institutions to make use of this information. In this sense, the perspective is to have a unification of data focusing on immigration. Regarding this task, the Centre of Studies for the social integration and training of immigrants of the Valencian Region (CEIM) will have a central role.

Following with the purpose of strengthening the interinstitutional coordination, there is a Valencian programme, which coordinates local entities and the Valencian Government Administration on immigration policy.

The Valencian Government wants to encourage the use of mediation as a mean of understanding not only among citizens, but also among administration and immigrant citizens. It has been set up a network of Agencies of Mediation for the Integration and Social Co-existence (AMICS), attached with a programme of coordination of these agencies.

- The **'relationship'** among all the stakeholders that help towards integration within a particular region (to create more efficient collaboration).
- The necessary **'instrument'** and the regulations to manage this 'relationship'.
- The **'procedures'** that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region.

2.8.3 The analysis of Regional Governance concern the following aspects:

Housing (Number of migrants that own a house compared with overall number of house owners):

The real estate transactions of the immigrant population in the Valencian Region:

The foreigners having their residence in the Valencian Region officially acquired, during the fourth quarter of 2006, a total of 7,226 houses, which means 19.14% of the total of transactions carried out in the Valencian Region in that quarter. The Valencian Region records 27.3% of all the purchases of houses realized by resident foreigners in Spain.

The size of the immigrants' houses: The foreigners tend to live in houses smaller than those of the Spanish.

How do immigrants access to housing? In the Valencian Region, slightly more than half of the foreigners live in houses of their own, what is due to the large presence of residents coming from EU-countries.

Education (Distribution of migrants according to educational qualifications obtained in their origin country and recognised in the host country or obtained in the host country):

General educational characteristics of the foreign population: Specifically, 5.8% of the foreigners in the Valencian Region are illiterate. 9.6 % of foreigners declare not to have finished any kind of studies, in comparison with the 21.4% of Valencian population. 21.4% of foreigners state to have finished primary school and 53% have finished secondary school. With regard to higher education (university, vocational training...), the percentage of finished studies is 10%.

Educational level of the active foreign population: According to the survey of the *Encuesta de Población Activa* (EPA) realized in 2006, the active foreign population in the Valencian Region amounts to 349,202 people, what means 14,2% of the total active foreign population in Spain. There are differences among the three provinces (Alicante, Castellón y Valencia) regarding the levels of finished studies of the active foreign population.

The education of foreign young people in the Valencian Region: In the academic year 2005-2006, the Spanish Ministry of Education establishes in 70,754 the number of foreign students attending non-university studies in the Valencian Region. This is 13.4 % of the total foreign students attending non-university studies in Spain. The Valencian region is the third Spanish Region in this issue, after Madrid (114,566) and Catalonia (110,388)

Information provided by the Valencian Ministry of Education: In the academic year 2005-2006, according to the information of the Valencian Ministry of Education, the foreign pupils came to 8.8% comparing with the total of the Valencian Region.

With reference to the countries of origin of the foreign students of the Valencian Region, these are the principal origin countries: Equator (11,033), Colombia (7,146) and Argentina (4,506) among those from South America; Morocco (6,586) among those from Africa; Romania (7,488) and United Kingdom (6,437) among those from the European Union, and quite far in comparison with the mentioned countries, China (1,414), as the main representation from Asia. The pupils coming from the mentioned countries represent 64.6% of the foreign pupils which study in the Valencian Region in the academic year 2005-2006.

Employment (Number of employed migrant workers comparing with overall number of employed workers):

Rate of activity and unemployment of the immigrants: In the Valencian Region, the rate of activity of the total population is 59.6%, and that of the foreigners is 69.3%. In the case of the Valencian Region, it is noticeable that the rate of activity of the foreigners coming from the EU is 38.7%, much lower than that of the foreigners coming from non-EU countries, because their immigration is due mainly to labour reasons. In the case of these foreigners coming from non-EU countries, there are groups which rate of activity is even higher than 80%, including foreigners coming from Romania, Equator or Ukraine.

Characteristics of the immigrants' jobs and working conditions:The active foreign population is present at most of activity fields, but the main sectors meaning job sources for immigrants are: construction (25.2%), domestic service (14.4 %), hotels and restaurants (16.3%), manufacture industry (14.1%), retail commerce (9.6%), farming and fishing (4.8%).Moreover, 36.4% of foreign active workers have an indefinite contract.

Health (Number of migrant patients registered with general practitioner (GP) comparing with general population):

General characteristics of sanitary cards for foreign population:The information provided by the Valencian Ministry of Health points out that in March 2007 in the Valencian Region there was a total of 5.102.900 sanitary cards in the public network, from which 684,000 (13.4 % of total) were cards issued in favour of foreign beneficiaries.

The total number of cards is higher than total population residing in the Valencian Region on the 1st of January 2007, which amounted to 4.874.800 people.

The foreign country with highest volume of holders of a Valencian Sanitary Card is United Kingdom, with a total of 80.977, followed by Romania (74,640), Equator (51,772), Morocco (53,849), Colombia (42,672), Argentina (27,784) and Germany (25,880). These countries gather in March 2007 more than 357,000 cards, 52% of the foreigners' cards in the Valencian Region.

Social participation (Number of migrants participating in civil society):

The associations of and for immigrants:A provisional balance about the movements aiming at creating associations allow us to conclude that essentially this is a recent young phenomenon, which need more time to develop stable structures. However, the youth is a sign of creativity, vigour, energy, and immaturity. Both aspects are present in the association movements. On the one hand, they are spontaneous, informal and budding networks, with scarce development. In the most of the cases, their capacity of representation (measured by the number of associates) is very limited, because of the entity lags at an initial phase; they are scattered on the territory, and the count on a reduced presence of compatriots.The immigrant associations also act as areas for the defence of their rights and they constitute a challenge for a redefinition of the concept of citizen, from a more universal perspective. Due to the fact that in most of the times they are entities with essentially a local presence, they can operate together with the city councils and other local civic agents, as a mean of intercultural mediation.

2.8.4 Brief description of each Regional Governance aspect

Housing: It is a very important aspect of integration. Housing conditions may impact the sense of security and stability but also social connections and interactions with other. Most importantly, it may also affect

access to healthcare, education and employment. The most important objective is to contribute to a better access to the housing for those immigrants, which do not have a place to live. The Valencian Plan of Immigration has elaborated a series of programmes which will implement a package of measures aimed at this objective, on the basis of general principles which guide the Plan as a whole. The Valencian Government shows concern at improving the living conditions and at integrating the immigrant people settled in the Valencian Region, and considers necessary the creation of a Directorate General on Special Planning for Housing, within the Valencian Ministry of Social Welfare. Thus, the Valencian Government Decree 161/2001 of 30th of October complements the efforts and legislative projects aimed at offering a reasonable accommodation to all the population of the Valencian Region. These efforts have already been carried out by the Valencian Ministry of Public Works, Urban Planning and Transport, mainly through the Valencian Institute of Housing, belonging to the Directorate General of Architecture and Housing. The Valencian Government Decree 81/2003 of 27th of June, ascribe all the competences in the field of housing to the Directorate General of Housing and Urban Projects, belonging to the Valencian Ministry of Territory and Housing. The Valencian Ministry of Territory and Housing, together with the Valencian Ministry of Social Welfare, has conceived a analysis and study programme which looks for the true needs of the immigrant population in the Valencian Region. It means developing the actions aimed at obtaining an exact knowledge of the true situation regarding the difficulties of immigrants to find a house. This analysis will allow to the public and private sector to make a planning and a realistic offer of housing in each town or area. Besides, a study programme will be created in order to diagnosis and study the immigrants' demands and problems in regard with the housing issue.

Education: The educational system and the access to education are very important issues in order to achieve further goals such as better job opportunities, wider social connection and language skills. The Spanish Organic Law 8/2000 of 22nd of December, amending the Organic Law 4/2000 on Rights and Freedoms of the foreigners in Spain and their social integration, proclaims the right of all foreign children, in regular or irregular situation, to the cost free and obligatory basic education, to the concession of the corresponding academic degree and to the access to the public system of scholarships and grants. In this same regard, the Spanish Organic Law on Quality of the Education establishes that the foreign pupils have the same rights and the same obligations as the Spanish pupils. Facing the new needs arisen from the immigration phenomenon requires an innovative approach, capable of promoting the intercultural dimension of education, with the objective of preparing the pupils to live in a society characterized by cultural and linguistic diversity. For that reason, the Valencian Ministry of Culture, Education and Sports has elaborated an Initial Planning for educational attention of immigrant pupils, which comprises several measures for the academic years 2000-2001, 2001-2002 and 2003-2004. Its objectives are to facilitate the intercultural education of all pupils, as well as to proportionate to the immigrant pupils a high-quality education. This learning has to be adapted to their specific educational needs and should promote the participation, integration and equality of opportunities in all school activities. Among the measures foreseen by the Planning it is worth mentioning the creation of several bodies and measures: the Observatory of the Valencian Region, which looks for, the educational needs of immigrant pupils. The

Attention and Welcoming Office for immigrant pupils and their families, in each one of the Territorial Directorates of Culture, Education and Sports and the incorporation to these offices of a Cultural Mediator with experience in the attention of pupils of other cultures. The allocation of aids, grants and resources on educational compensation to school centres, which have immigrant pupils. And finally, the creation of the Valencian Region Awards for didactic material directed to the educational attention of immigrant pupils. Moreover, the Valencian Ministry of Culture and Education has created a website, intercultu@lidad, available at <http://www.cult.gva.es>, where the educational community can find updated information about the Welcoming Offices, the Cultural Mediator, the specific calls in which it is possible to participate, didactic resources for the learning of languages and intercultural education, pieces of advice for the teachers, strategies of linguistic intervention to facilitate the learning of the official languages of the Valencian Region, etc.

Employment: Nobody doubts that employment generates incomes and social status. It is also considered to be one of the most important aspects of integration. The article n.10 of the Spanish Organic Law 8/2000 of 22nd December, amending Organic Law 4/2000, on Rights and Freedoms of the Foreigners in Spain and their Social Integration, recognises to the foreigners the right to realize a remunerated activity, carrying out with the requirements fixed by these regulations and having into account the rest of the Spanish Law. The conditions for the exercise of this right are foreseen in the article n. 36 (and followings) of the act and are developed by the Regulation for Foreigners (*Reglamento de Extranjería*). In the regional sphere, it is worth mentioning that the Valencian Government has set up the Employment Integral Planning (*Planes Integrales de Empleo*), addressed to groups with special difficulty in labour insertion, as in some case immigrant people. Other important measures taken by the Valencian Service of Employment and Training (SERVEF) are the Planning of Training and Professional Insertion and the Workshops of Training and Labour Insertion. The Directorate General of Employment and Social Security is committed with the inclusion acts, outlining those work aspects in which the vulnerability of immigrant people is more noticeable, as the prevention and protection of the health at work, the regulation of the individual and collective conditions, and, eventually, the labour mediation. It is very important for the Valencian Government to know the professional profile of the immigrant people demanding a job. For that purpose, the Valencian Ministry of Economy, Finance and Employment, through the SERVEF, has launched a programme for evaluating the professional competences of the immigrants in the Valencian Region. It will allow finding immigrant aptitudes, professional level and qualification, in order to be later adapted to the demands of the labour market. In order to better fight against the illegal employment of immigrants and their exploitation, it has been implemented a programme of monitoring and control of the working conditions of immigrant people. This will be carried out thanks to campaigns of vigilance, under the responsibility of the Directorate General of Labour and Social Security, attached to the Valencian Ministry of Economy, Finance and Employment.

Health: The key issue is equality of access to health services. Good health enables greater social participation and engagement in employment and education activities. In Spain, health competences were

transferred to regions. The Valencian Region has activated several programmes aimed at guaranteeing the sanitary assistance and the right to health, as recognised in the article 43 of the Spanish Constitution. The Spanish General Act for Health, 14/1986 of 25th April establishes the regulation of all the actions allowing this right to become effective. Moreover, the right to the universal health protection is guaranteed by the article 12 of the Organic Law 8/2000 of 22nd of December, on Rights and Freedoms of Foreigners in Spain and their social integration. The article 38 of the Valencian Statute of Autonomy refers to the Health transfer of competence and establishes that the Valencian Government will adjust this competence to allow the democratic participation of everybody in this sanitary field. The Valencian Government Decree 26/2000 of 22nd of February recognises the right to sanitary assistance of the foreigners living in the Valencian Region, and it creates the Solidarity Card, which gives health cover to everybody in the Valencian Region. The Valencian Ministry of Health has carried out different actions in the field of Public Health, such as the creation of a Center of emerging and imported diseases, in collaboration with the Consortium of the General Hospital of Valencia, and whose functions are the consultation and reference regarding the unknown diseases in our region and coming from other countries. It is worth outlining a programme of promotion of health in the immigrant population within the Valencian Region, which has been launched by the Valencian Ministry of Public Health. Through this programme health assistance and education will be launched among the different collectives of immigrant living in the Valencian Region. It is also responsibility of the abovementioned Ministry, the performance of a programme of social and interinstitutional coordination and cooperation in the field of healthcare. A coordination and cooperation network will be created and will bond the institutions with the civil society.

Social participation: Establishing social connections with people of other nationalities, ethnic or religious believes and interacting with them. From long time ago, in the Western societies there has been a high concern about the need for guaranteeing a minimum standard of social well-being to the population. In this way, different kinds of measures have been implemented at different levels in order to allow citizens to develop themselves as human beings, respecting their dignity. The Valencian Government assumes the tasks of designing and implementation of social policies which, after having studied specifically the social situation of the citizens in the territory, can be deemed as necessary to guarantee the coverage of the basic needs of the population. The Valencian Ministry of Social Welfare, and the Directorate General of Social Services to be precise are carrying out these policies. The Valencian Ministry of Social Welfare is responsible of the following programmes:

- Programme of promotion of relationships with the immigrant community. It plans the implementation of actions aimed at the cultural rapprochement through the realization of joint activities between the immigrant community and the native population.
- Programme of approximation to the immigrant population from the civil society. It contains proposals of actions aimed at increasing the intercultural knowledge and at eradicating prejudices and social stereotypes.
- Moreover, the Valencian Ministry of Justice and Public Administrations, though the Directorate General of Home Affairs and the Office of Assistance to the Victim of a Crime, is in charge of a

programme on promotion of civil cooperation in the field of racism and xenophobia, and on prevention and identification of possible situations of exploitation and/or crime.

- Finally, the Valencian Ministry of Presidency, through the Autonomous Secretariat of Communication, implements, on the one hand, a programme to raise social awareness of the media on the migratory phenomenon and the integration policies carried out by the Valencian Government, comprising the collaboration between the media and the regional public institutions. On the other hand, this Ministry also manages a programme of dinamizing and raising awareness, with the objective of spread among the immigrant the idea and feeling of membership to the Valencian society. Hence, it is aimed at raising the social integration.

Legal and political issues: Equal political and social rights to all citizens. Guaranteeing certain core rights to immigrants. The fundamental right to the effective judicial protection is recognised in the article 24 of the Spanish Constitution, in the Organic Law 8/2000, of 22nd of December, on the Rights and Freedoms of Foreigners in Spain and their social integration, and it has been expressly declared by the case law of the Constitutional Tribunal and the European Tribunal of Human Rights. The competences of the Valencian Region with regard to the legal protection of the foreigners just concentrates on the provision of material and economic means for the good functioning of the judicial public administration. In the case of foreigners, this provision will be done with the aim at covering the needs, which this population can have in order to avoid a possible situation of being defenceless. The Act of Foreigners (*Ley de Extranjería*) proclaims that the foreigners who are in Spain and who do not have enough means to live, have the right to the free legal assistance in the administrative or judicial trials, are entitled to have an interpreter if they can not understand or speak the official language used in the trial. The Valencian Ministry of Justice and Public Administrations is determined to give an adequate assistance to ensure that all rights are effectively protected. The aforementioned Valencian Ministry, together with the Office of Assistance to the Victim of a Crime, has planned a series of specific acts in order to guarantee to immigrant people legal assistance and constitutional rights. This body has also envisaged other activities in this regard with the Commission of the Government for the Immigration and other public and private institutions, of national, regional or local level. Specifically, the Valencian Ministry of Justice and Public Administrations has developed a programme to optimize communication among the different bodies of the judicial system and the immigrant population. The objectives are intended to let to know to the immigrant population the legal resources they are offered in Spain and in the Valencian Region, in order to make sure that they can have a suitable use of the Spanish judicial system. Furthermore, the Valencian Ministries of Justice and Public Administrations and of Social Welfare, in collaboration with the Spanish Government's Delegation in the Valencian Region, are monitoring a programme of institutional collaboration in the field of justice and home affairs with regard to the phenomenon of immigration. It is aimed at establishing periodical channels of periodical and smooth communication among the different bodies involved in guaranteeing the effective judicial protection and the safeguard of human rights of the immigrants in the Valencian Region.

Cultural integration: Creating an atmosphere of mutual understanding in a society. The process of integration of immigrant people in the welcoming societies is another key issue. It is achieved through a stable balance between the cultural contributions of the different countries from which the immigrants come and the existent culture of the society in which they are living. The Valencian Ministry of Culture, Education and Sports has conceived a programme of intercultural promotion aimed to pupils, relatives and to the Valencian society in general. The programme can be described as a proposal of dissemination actions aimed at promoting the intercultural knowledge as a mean of favouring the social integration. The abovementioned Valencian Ministry, through the Autonomous Secretariat of Culture and the Directorate General of Archives and Technological Innovation, has implemented a programme of dissemination of researches in the field of integration and immigration policies. In particular, it has been established a Centre of Documentation for the dissemination and promotion of all researches regarding the integration of immigrants.

2.8.5 Aims and objectives of the Regional policies for all the aspects

Housing:

- To facilitate access to a house of immigrant people.
- To know an accurate evaluation of the true housing needs of immigrants.
- Creation and improvement of houses' infrastructure for seasonal workers.
- To know the demand and the problematic of immigrants with regard to the housing.
- To proportionate temporary accommodation and maintenance for the immigrant people who are in an unstable situation.

Education:

- To achieve social and educational integration.
- To promote an intercultural understanding among pupils, their families and the Valencian society in general.
- To improve the quality of teachers' training in order to instruct them in promoting mutual respect and understanding different cultures among their pupils.
- To develop the intercultural dimension of school.
- To facilitate the acquisition of the multicultural competence by the pupils.
- To promote cooperation and life together.
- To foster equality of opportunities.
- To take care of the specific educational needs of adult immigrants
- To improve the professional qualification of adult immigrants.
- To disseminate the researches in the field of integration and immigration policies.

Employment:

- Better knowledge of the professional skills of job-seeker immigrants.

- To train job-seeker immigrants in order to allow them to adapt their profile to the different professional areas, which have a higher, need of hired hand.
- To have more security and hygiene for immigrants at work.
- To raise awareness among workers and employers of the importance of complying with the legal working conditions, with special focus on avoiding accidents at work.
- To achieve the labour insertion of the immigrant people with special difficulties of accessing to a job.
- To make sure that the working conditions of immigrants comply with legality and that they are not being object of labour exploitation.
- To eradicate the illegal employment of workers.
- To guarantee the equality of labour rights of immigrants workers with regard to the rest of workers.

Health:

- To increase the assistance and the sanitary education of the immigrants.
- To enhance the health of the immigrant population in the Valencian Region.
- To let the immigrants get used with the Valencian sanitary system.
- To inform the professionals of the sanitary system about the different cultural ways of interpreting and understanding the processes of health and disease.
- To reach an ideal knowledge of the health problems of immigrant population, so that the health practitioners involved in the assistance of immigrants know these information.
- Development of programmes of direct intervention in the field of the elderly immigrants, in those cities with higher density of residential immigration.
- Settlement of criteria of action for the attention and assistance in the specific problems of the immigrant people who are older than 65 years.

Social participation:

- To improve the social conditions and health of immigrant women and minors who are victims of gender violence, cultural violence or other types of exploitation.
- To foster the joint activities between the native and immigrant populations.
- To promote areas of relationship and contact between immigrant population and native population.
- To achieve the rapprochement of all members of society through the knowledge of the different cultures and the ways that these have to solve the daily problems.

Legal and political:

- Optimise the legal resources offered to the immigrants.
- Provide the legal defence to the people who need it.

- Letting the immigrants know the Spanish judicial system, enabling them to make an appropriate use of it.
- To increase the levels of security in all the municipalities of the Valencian Region, without harming the perception of the migratory phenomenon as a positive element what is beneficial for the Valencian society.
- To guarantee that all immigrant families have access to the community basic services.
- To offer information to the immigrant population regarding all the community resources which are established by all the public administrations, and eventually, by the social entities, with the objective of guaranteeing the well-being of people who live and work in the Valencian Region.
- To assist all immigrant minors in a situation of helplessness in the Valencian Region, to ensure they can develop rights.
- To integrate the immigrant minors in the society, when it is decided their permanence in our country for periods longer than 6 months.

2.8.6 Description of the concerned legislation for each aspect (if any):

Housing:

Valencian Government Decree 161/2001 of 30th of October guarantees a reasonable accommodation to all the population of the Valencian Region.

Valencian Government Decree 81/2003 of 27th of June, ascribes all the competences in the field of housing to the Directorate General of Housing and Urban Projects, belonging to the Valencian Ministry of Territory and Housing.

Education:

The **Spanish Organic Law 8/2000 of 22nd of December on Rights and Freedoms of the foreigners in Spain and their social integration**, proclaims the right of all foreign children, in regular or irregular situation, to the cost free and obligatory basic education, to the concession of the corresponding academic degree and to the access to the public system of scholarships and grants.

The **Spanish Organic Law on Quality of the Education** establishes that the foreign pupils have the same rights and the same obligations as the Spanish pupils.

Employment:

The article n.10 of the **Spanish Organic Law 8/2000, of 22nd December, on Rights and Freedoms of the Foreigners in Spain and their Social Integration** recognises to the foreigners the right to realize a remunerated activity, carrying out with the requirements fixed by these regulations and having into account the rest of the Spanish Law. The conditions for the exercise of this right are foreseen in the article n. 36 (and followings) of the act and are developed by the **Regulation for Foreigners (*Reglamento de Extranjería*)**.

Health:

In Spain, health competences were transferred to regions. The Valencian Region has activated several programmes aimed at guaranteeing the sanitary assistance and the right to health, as recognised in the article 43 of the **Spanish Constitution**. **The Spanish General Act for Health, 14/1986 of 25th April** establishes the regulation of all the actions allowing this right to become effective.

The right to the universal health protection is guaranteed by the article. 12 of the **Organic Law 8/2000 of 22nd of December, on Rights and Freedoms of Foreigners in Spain and their social integration**.

The article 38 of the **Valencian Statute of Autonomy** refers to the Health transfer of competence and establishes that the Valencian Government will adjust this competence to allow the democratic participation of everybody in this sanitary field.

The **Valencian Government Decree 26/2000 of 22nd of February** recognises the right to sanitary assistance of the foreigners living in the Valencian Region, and it creates the Solidarity Card, which gives health coverage to everybody in the Valencian Region.

Legal and political:

The fundamental right to the effective judicial protection is recognised in the article 24 of the **Spanish Constitution**, in the **Organic Law 8/2000, of 22nd of December, on the Rights and Freedoms of Foreigners in Spain and their social integration**, and it has been expressly declared by the **case law of the Constitutional Tribunal and the European Tribunal of Human Rights**.

The **Act of Foreigners (*Ley de Extranjería*)** proclaims that the foreigners who are in Spain and who do not have enough means to live, have the right to the free legal assistance in the administrative or judicial trials, are entitled to have an interpreter if they can not understand or speak the official language used in the trial.

2.9 VENETO REGION⁴⁶ (Italy)

2.9.1 Veneto Region

Regione del Veneto,
Palazzo Balbi, Dorsoduro
3901 – 30123 Venezia
Italia

2.9.2 The variable components of Regional Governance are:

The 'relationship' between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration): the relationship between the bodies involved in the process of immigrants' integration in Veneto is permanent and ensured by two institutional forms of "concertation" or "pact": a "Unique Regional Table" (Tavolo Unico Regionale) and the "Regional Immigration Council", with the common effort and aim to contribute to the immigrants' integration policies, to coordinate all the actions, to evaluate the results achieved.

The following bodies compose the Unique Regional Table for the immigrant's integration:

Region of Veneto:

- Ministry for the Migration Flows and Security as chairman, and the other Ministries concerned for the matter (that's: Labour, Education, Local Authorities, Productive Activities)
- Veneto Lavoro, executive body of the regional government for the employment policies.

Local Authorities:

- The seven Provinces of the Veneto
- The Municipalities of the main towns

Private Stakeholders:

- 12 Regional associations of the employers
- 3 Trade Unions

The Regional Immigration Council is composed by the representatives of the organizations, especially NGO, which are working for the immigrants' integration policies, and by the representatives of the immigrants' associations legally constituted.

The necessary 'instrument' and the regulations to manage this 'relationship':

⁴⁶ Author: Enrica Sardei, Managing Officer of the Regional Ministry for the Migration Flows and Security.

The "Unique Regional Table" has been constituted through an Official Agreement between all the members, approved by the Regional Government (Act n.246, February 2nd 2001) and signed by all the members. Its aim is to co-operate with the common goal of integrating the immigrants into the regional society, especially into the labour market.

The Regional Immigration Council has been constituted through the Regional Act n.9 of January 30th 1990, with the aim to suggest proposals and establish priorities of the Triennial Plan and Annual Plan for the immigration policy and the actions to be undertaken therein.

The 'procedures' that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region: the regional government, according to the Italian institutional frame, plays a crucial role in the co-ordination and planning of the immigrants' integration policy. The main aspect of such a role is just to "coach" all the public and private players and guide them to the integration of all the actions, initiatives and capabilities that they act. The social networks are promoted and enhanced: intensive exchanges are appraised. The best practices are considered and valued and the competencies in problem solving awarded.

2.9.3 The analysis of Regional Governance concerns the following aspects:

Housing⁴⁷:

Statistical data on the house owners: Natives: 77,5%; Immigrants:15,6%.

In the last 5 years, the purchase of the houses from immigrants increased 4 times and in the period 2004-2005 immigrants passed from 12% to 14,4% of the whole purchase and sale market.

Policies and actions: In the period 2004-2006, the Veneto Region, in accordance with the Public Territorial Agencies for Housing (ATER) realized a programme of availability of houses for the temporary accommodation of the foreign workers, together with a strategy for the permanent integration and housing demand and offer matching.

Moreover, specific actions have been set up and carried out to avoid the ethnic marginalization and ghettos, to ensure the quality of the life and appropriate urban services and facilities, to provide guarantee systems for the access to loans of the banks, to open a "social and sustainable market" of the houses in favour of the low income target groups, both native and immigrant. Suitable partnerships have been promoted between NGOs, Employers Association, Banks and Public Authorities to join the objectives purposed. Information campaigns have been launched on the correct use of the flats, the respectful relations with the other residents, the rules concerning the conservation of the infrastructures and environment.

Education (Distribution of migrants according to educational qualifications attained in their country of origin and recognised in the host country or attained in the host country):

⁴⁷ Source: Regional Observatory on Immigration,2006.

Statistical Data⁴⁸: Immigrant students in all the schools: 8,2%; Immigrant students in the primary school: 10,2%.

Policies and actions:

Programmes for the social and educational integration of the minors: two plans have been promoted in the years 2004-2006 and 2007-2009, for the improvement of the educational integration through the so called "Zone Plans", supported by 21 District Councils of Mayors and the involvement of the immigrants' associations.

According to the new governance principles, the Veneto Region prefers to value the local networks and their experiences and competencies to implement all the social policies for integration (minors, women, cross-cultural communication, linguistic integration and cultural mediation).

The District Councils of Mayors become the basic component of the value chain in the integration strategy and processes. Their access to the regional financial contributions is possible only under condition that their co-financing covers at least 30% of the total investment purposed.

Moreover, a crucial criterion of the regional governance is also the degree of the immigrant's involvement and responsibility.

Educational programmes and schemes for learning Italian language: the Veneto Region promoted courses of language, culture and civic integration for immigrants.

The knowledge of the Italian language is considered a basic and eminent step in the integration path: it facilitates also all the other forms of integration (employment, job safety, social participation, quality of life in the community etc).

These programmes are organized in collaboration with the Regional Education Office of Veneto: they are realized by means of the network of educational institutions and territorial centres devoted to the adult education.

The courses have been 134: 108 courses of alphabetization, mainly for the women, and language (duration 40 h); 26 courses of advanced language learning in the evening programme of high school for adult immigrants (duration: 20 h).

This programme is running and receives financial support.

Trainers and Operators training courses: Region provides financial support to the courses for the empowerment of the social workers and services operators (like one-stop shop receptionists, on line operators, linguistic and cultural mediators). The Province is in charge of these activities.

Employment (Number of employed migrant workers/compared with overall number of employed workers):

⁴⁸ Source: Regional Observatory on Immigration, 2006.

Statistical Data⁴⁹:

	Total	Natives	Foreigners
Total population	4.720.000	4.393.000	328.000
Overall employment	2.185.000	2.000.000	186.000

Policies and actions:

Programmes for the professional and job integration of the immigrants, who have been trained in their countries: the immigrants who have attended the training activities set up and carried out by the Region, in co-operation with the Ministry of Welfare, can have a facilitated way for their employment in the region, according to the "offer" of vacancies of the employers.

Moreover, the programme encompasses also the possibility to assist the micro-projects concerning the "re-entry" of the immigrants to their original countries.

Programmes for the safety of the work: the Region promotes many activities for the safety assurance in the work place, especially in the building industry, to prevent the risks and the accidents on the job. A glossary with cartoons has been realized to favour the comprehension of the terms and processes in the work site, in the following languages: English, French, Arabic, Serbo-Croatian, roumenian and Albanian.

Programmes of training course for immigrants becoming employers: the number of the immigrants who decide to become employers is increasing. The Observatory on Immigration counts 20.000 employers in the 2006 survey. Region finances a guide (10.000 copies) for the enterprise creation, devoted to the immigrants endowed with this vocational attitude, and a series of intensive management courses or seminars ("How to create an enterprise on his own"), in co-operation with the Chambers of Commerce, Industry, Craft and Agriculture of the different provinces: until now, 102 participants have attended these seminars.

A course of specialization on the fiscal and taxes matters is running.

Social participation (Number of migrants that participate in civil society): The participation of the immigrants representations is ensured in the "Regional Unique Table" and in the "Regional Immigration Council". Moreover, the region gives a financial support to the initiatives promoted by the immigrants' associations and the NGOs with the mission of the social inclusion and social integration, according to the art. 7 of the regional act concerned, under condition that these organizations have received the accreditation: a regional register is there to endorse this accreditation. At present, 162 associations are in the list of the register.

Additionally, an Information Network is working on line to favour the communications in real time between all the organizations (public and private) concerned and the services provided.

Legal and political integration (Number of migrants that own the host country citizenship or number of migrants that participate in politics): to pave the way to the full citizenship, the region adopted a special

⁴⁹ Source: Regional Observatory on Immigration, 2007.

“pact of welcome and integration”(similar to the “Contrat d’accueil”adopted by the French government), with an open vision of reciprocity. The host society commits itself to do all the best to remove the barriers for the integration, especially for the housing, language and security and the immigrant commits himself to respect the rules and conform to the norms and law of the Italian society.

This “pact”has been positively approved by the immigrants’ associations, because it is an acknowledgement of a social relation between peers: the region requires that the immigrant attends a day for his civic education about the Italian constitution, institutional frame, basic human rights etc, and a day for the specific information about the health, sanitary regulations, schools, house, vocational training, employment.

On the occasion of the signature of the “pact”, the region representative gives to the immigrant a manual on the culture, history, values, traditions and useful addresses of Veneto, especially those concerning the language courses and conditions for access.

Aims and objectives of the Regional policies for all the aspects:

The main objectives of the regional integration policy are the following:

- To overcome the immigration as “emergency” to be treated as “securization problem”;
- To manage and yield the immigration flows according to the development capabilities and quality of life of the regional community;
- To value the opportunity of the immigration as key paradigm to face the challenges of the globalization and internationalization of the regional economy, in the frame of an “open society”;
- To involve both the native community and the immigrant communities or groups in the integration processes and management;
- To build up a gradual and effective services system, focused on the integration processes in the educational, social and job sectors.

Description of the concerned legislation for each aspect:

- Regional Act n.9 of the 30th January 1990;
- Legislative Decree n.286 of the 25th July 1998;
- National Act n.189 of the 30th 2002;
- Regional Council Act n.57 of the 12th July 2007
- Regional Government Act n. 3041 of the 2nd October 2007

- Results achieved and impact on the Region (by outcome indicators):

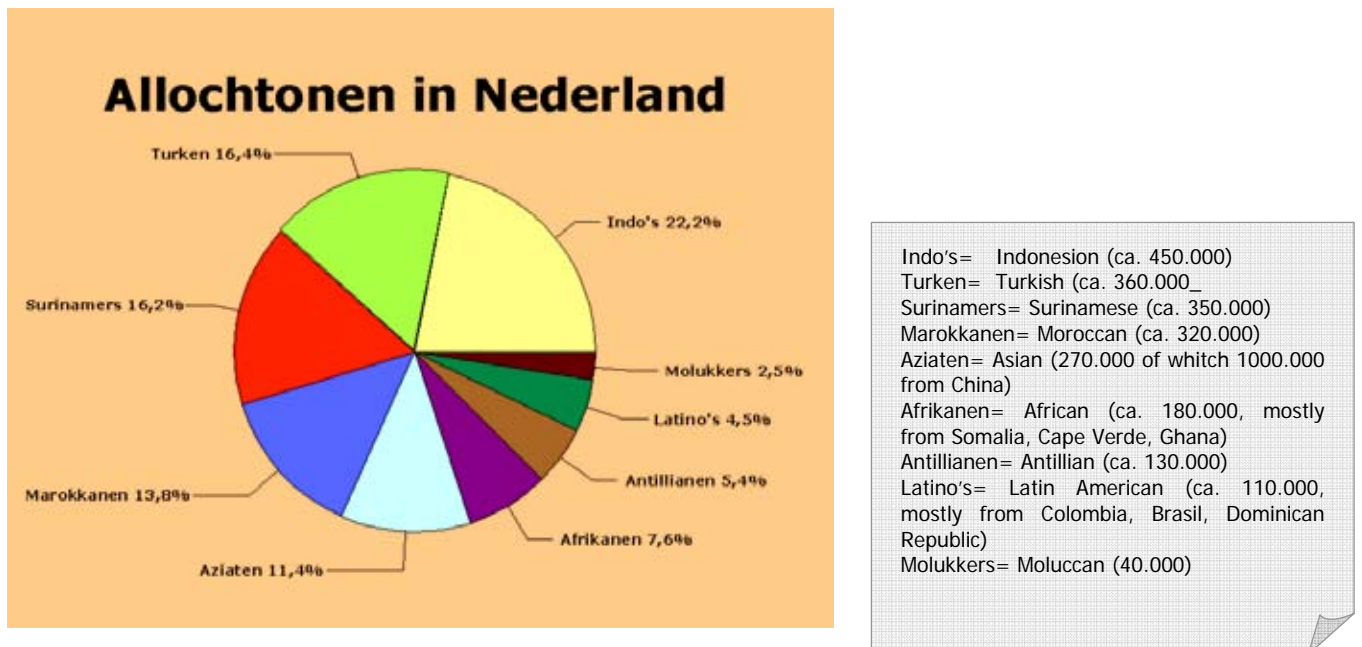
They are described inside the previous texts.

2.10 Supplementary contribution: HOLLAND⁵⁰

2.10.1 Samah⁵¹

Samah
Sarphatistraat, 4
1017 WS Amsterdam or
P.O Box 71
1000 AB Amsterdam
Holland

Fig. n.14: Migrants in the Netherlands (on april 1st 2006, total citizens 16.338.000)



⁵⁰ Author: Mrs. Maira Verkade.

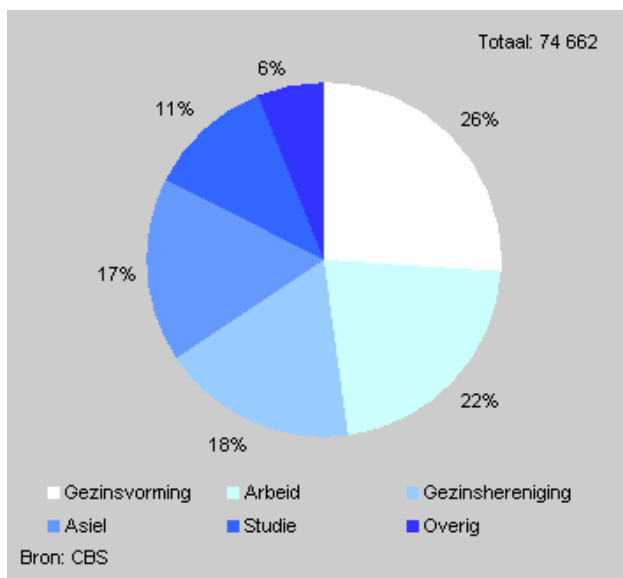
⁵¹ The contribution on governance has been proposed by SAMAH organization: we put it at the ent of the other regional or public institutions, to complete the vision on the governance also for Holland.

Fig.n.15: Migrants with at least 1 not Dutch nationality

Subject	All ages	Periode: 2006		
		Total men and women	Men	Women
		absolute		
Total not- Dutch nationality		1013489	506165	507324
Total Africa		278046	148214	129832
Total United States		63592	29168	34424
Total Asia		86084	43032	43052
Total Europe		538029	259782	278247
Total Oceanië		6801	3319	3482
EU- countries		216328	95451	120877
Stateless/unknown		40937	22650	18287

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Fig.n.16: Motives for migration



Gezinsvorming = forming a family
 Arbeid = labour / work
 Gezinshereniging = reunification of family
 Asiel = Asylum
 Studie = education / study
 Overig = other motives

Integration in the Holland: According to the dictionary, integration is: making into an harmonious whole or adoption into a whole. Integration is a common term for the coalescence of social groups in society. Integration policy is

oriented towards the advancement of the integration of immigrants and ethnic minorities. The goal of the integration policy is a society in which everyone can fully and actively participate.

Integration means that someone who has come to the Netherlands speaks Dutch and is familiar with the culture and the values and norms. People must be able to understand, comprehend and tolerate each other. Integration is therefore necessary for those who wish to live here.

Integration according to the minister of integration: Integration is a two-way process. Immigrants have their own degree of responsibility. They need to make an effort to participate in the Dutch society, particularly concerning education and employment. They need to be able to have an opinion and speak up and be a full member of society. Dutch citizens need to give newcomers room to do so.

At the same time, institutions and companies must be prepared to allow competent individuals to participate, irrespective of their ethnic or cultural background or their religious or ideological beliefs, and where necessary adapt their provision of services to the growing diversity.

2.10.2 The variable components of Regional Governance are:

The ministry of VROM: Making sure that integration takes place is one of the policy areas of the ministry of VROM (The Ministry of Housing, Spatial Planning and the Environment).

The Ministry of Housing, Spatial Planning and the Environment (VROM) does not determine whether someone may come and live in the Netherlands. The immigration rules come from the Ministry of Justice and are enforced by the Immigration and Naturalisation Service (IND).

Immigration and Naturalisation Service (IND): The IND is responsible for the implementation of the immigration policy in the Netherlands. This means that the IND assesses all applications submitted by foreign nationals who wish to stay in the Netherlands or who wish to become Dutch nationals. These can be refugees who are under threat in their own country, or persons who wish to work and live in the Netherlands. They also include people who have lived in the Netherlands for so long that they feel Dutch and officially want to become Dutch nationals.

Municipalities: Every municipality is responsible for the integration of its citizens. For that a special municipal official is assigned.

The municipalities are associated in the Association of Netherlands Municipalities (VNG).

Vluchtelingenwerk: Especially for refugees that receive a permit, there is an organization called Vluchtelingenwerk. They help them (with the help of a lot of volunteers) to find their way in the Dutch society. The Government and gifts fund this organization.

Banenoffensief Vluchtelingen: In 2005 a project called Banenoffensief Vluchtelingen started to help refugees with a permit to find a job. Goal: help 2.500 refugees find a job.

Banenoffensief Vluchtelingen is a cooperation of Emplooi (jobs for refugees), UAF (Study study and work for highly educated refugees), Vluchtelingenwerk en CWI (Centre for work en income)

Refugees with a permit often have big diversity of professions and education, but they find it hard to find a job at their level. Banenoffensief helps them find a job that suits their education.

Other organizations: In every city in the Netherlands numerous local organizations focus in integrations of migrants. Mostly civil social organizations are contributing to integrations with buddy-projects, language courses, meetings between original citizens of the city and newcomers and helping newcomers to discover the city. Most organizations receive funding from the (local) government for programmes on integration.

The Government stresses that civic integration is a task for all of society: neighbours and local residents can help, as well as the national government agencies, municipal authorities, civil society organisations, schools, employers, sports clubs and residents' associations. With this in mind, the Government will launch an initiative towards the end of 2007 to mobilise civil society organisations to deploy 'integration coaches' – these are people who will provide support not only in relation to learning the language, but also as regards

cultural or sporting activities, for example. The Civic Integration Delta Plan, which is one of the Government's "Social Cohesion Projects", will enable approximately 60,000 people annually to start the civic integration programme. A budget of 460 million euros has been earmarked for implementation of the Delta Plan during the Government's current term in office.

Instruments: In 2003 there was a special committee assigned to investigate the government policy on integration. They published their results in a report called "Bruggen bouwen" (building bridges) on January 19th 2004. The conclusion of this report was, that the integration in the Netherlands was partially successful, but the government policy did not in any way contribute to that. They pleaded for a better-coordinated government policy that was acted on more boldly.

One of the defined advises was the spreading of migrant childrens concerning education, to prevent the arising of the so-called 'black schools'.

The new cabinet has combined integration and the improvement of neighbourhoods. Minister Vogelaar of Housing, Communities and Integration (WWI) said, 'We need to achieve greater integration involving all of our society – on the labour market, in vocational training programmes and in volunteer work.'

Existing integration programmes were inadequate in terms of quality and efficiency, and will be significantly improved over the next few years according to the ministry of VROM. The best way to ensure integration is to provide for employment and/or social participation. Methods to achieve this are set out in concrete terms in the Delta Plan for Integration, which was based on the Civic Integration Act that came to effect on the 1st of January 2007 and approved by the cabinet.

In the appendix you will find a brief summary of the Civic Integration Delta Plan.

The Cabinet wants to use the Delta Plan to better integrate immigrants into society, whether they have only recently arrived in the Netherlands or arrived some time ago. Minister Vogelaar is therefore taking measures to improve integration.

The Deltaplan is about simplifying the approach. The main features of the current Civic Integration Act will remain as the basis of the civic integration programme but will be amended to make it easier for municipalities to implement.

Approximately 60,000 people can start the Civic Integration Delta Plan annually, compared to the current 35,000. The Cabinet has earmarked EUR 460 million to implement the plan.

To maintain and share all the relevant knowledge, experience and information that is present in all the different organizations and people concerning integration, Kiem started in 2003. Kiem stands for Knowledgecentre integrationpolicy and Ethnical Minorities. The website of Kiem is administrated by the Nicis institute.

Procedures: The level of integration is currently disappointing, which is why the Government is focusing in particular on combining the integration process with a work placement position, a job or voluntary work in order to improve the chances of success. The target is to achieve this combination in 80% of integration programmes by 2011. Another aspect of the Delta Plan is that measures will be introduced to make it easier for municipal authorities to implement the Civic Integration Act. For example, they will be able to

offer a civic integration programme that is tailored to the situation of the individual taking the programme, for example, by going beyond the civic integration examination itself, or by offering language lessons in addition to vocational training. Each individual will still be required by law to pay 270 euros to take the integration programme. The Civic Integration Delta Plan focuses in particular on implementation, which is primarily the responsibility of the municipal authorities. The Government will agree the details – including a reduced administrative burden – with the organisations that are involved, such as the Association of Netherlands Municipalities (VNG).

Campaigns to stimulate integration: In the past, the present and presumably also in the future, the government will support initiatives concerning integration. Examples of campaigns by the Government are the &-campaign and the current Duizend en een kracht campaign (thousand and one force) and the presenting of the pearls of integration award (you can find more about the & campaign later in this report).

Stimulating arrangements by the Government are made to stimulate the meeting of natives and migrants. The goal is that citizens of different ethnic groups get to know each other better and the arising of long-lasting networks. Every local organization can apply for the funding of their project.

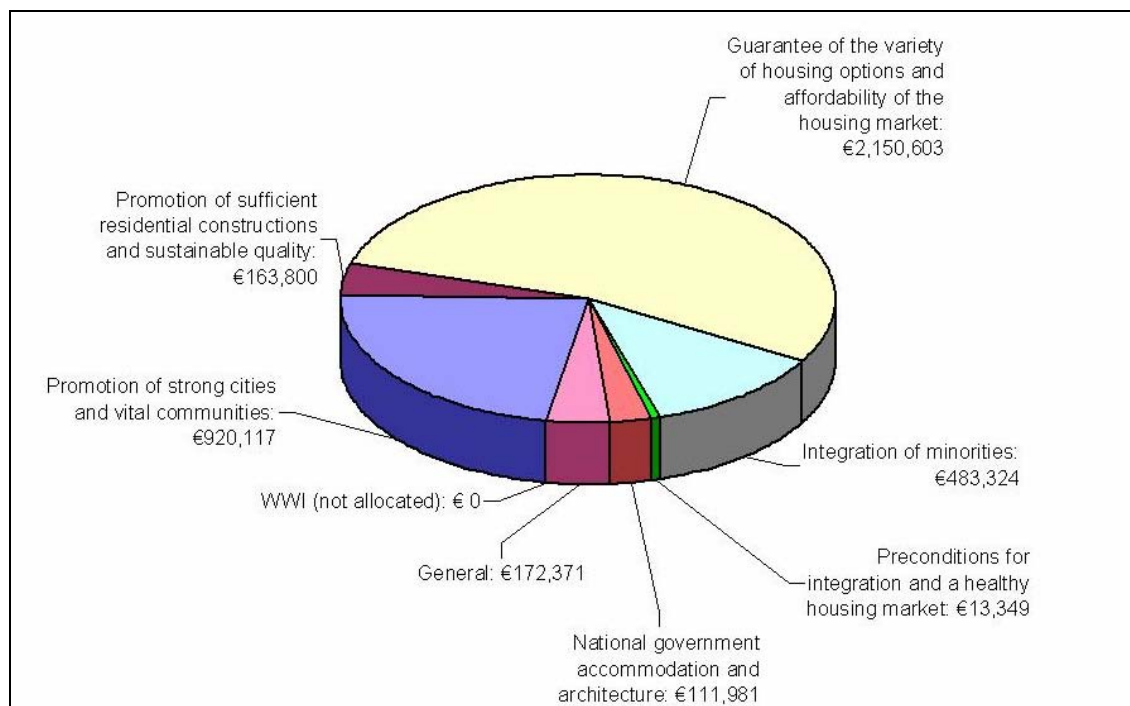
The newest way of stimulating integration is by using successful migrants as a role model for youngsters that do not have faith in integration, because of their perspectives. Showing them that it is possible to integrate successfully should stimulate the youngsters to keep trying.

The budget: The 2008 budget earmarks an additional €80 million for integration. The largest share (€40 million) will be used for the Delta Plan for Integration, which is designed to improve the integration process and increase the capacity of integration resources. The remaining €10 million will fund the activities elaborated in the 2007 Annual White Paper on Integration Policy. An additional €30 million has been earmarked for the integration of individuals eligible for the general pardon. The 2008 WWI budget earmarks a total of €400 million for civic integration and €50 million for integration in a more general sense.

Social emancipation and integration are promoted through integration, education, employment and efforts to combat discrimination. The integration process is a two-way street. Migrants have their own responsibility, but at the same time, institutions and companies must also be prepared to enable competent individuals to participate, regardless of ethnic, cultural or ideological background, and where necessary to gear their services to increasingly diversified communities.

Agreements are made in the policy programme to improve the quality of integration, enabling people to successfully complete their integration programmes to a higher level and to participate in the economic, social and cultural aspects of society. The best guarantees for integration are employment and social participation. The Delta Plan for Integration embodies the concrete elaboration of this concept. The actual implementation of integration processes/services is improved and assessed. The integration courses are better geared to the participants: intake is improved, examination levels are differentiated, integration is linked to other programmes such as traineeships, gainful employment, volunteer work or individual-linked budgets, and staff will undergo continued professionalisation.

Fig.n.17 : The budget



2.10.3 The analysis of Regional Governance concerns the following aspects:

Housing: The number of migrants that own a house compared with the overall number of house owners is not often specified in numbers. The only thing known is the specified numbers of migrants living in the Netherlands, which you can find on the first to pages.

Fig. n.18: House owners (%) by origin

	Natives	Surinamese	Turkish	Moroccan	Antillean	Other non-western migrants	Legenda
2002	56	27	20	8	15	20	a=N=<25
1s generation		27	19	8	14	18	b=Surinamers &
2nd generation		23	21	11	22a	37	Antillean
1998	54	24b	15	3	24b	x	x=no data
1994	48	15	7	4	22	x	

Source: WBO-2002, WBO-1998, WBO-1994

60 % if the migrants live in the so called Randstad. This is the biggest municipal area of the Nederland, very important for the economy and politically. In the Randstad lie the cities Amsterdam, Rotterdam, Utrecht and The Hague, the biggest Harbours of Europe and the most universities.

Aims and objectives: The living conditions of non-western migrants have improved substantially the last couple of years, but they are still worse than the living conditions of natives. The differences are a lot smaller if compared to natives in the same socio-economic and demographic situation. Living conditions appear to depend on that.

In the 40 communities that are chosen as communities to be improved there is a lot of social unsafe (destruction, graffiti, pollution and vacancy. It appears to be less annoying and less freighting to migrants.

The Cabinet is committing itself to achieving a more spacious housing market. Supply and demand for housing will be adapted to complement each other better. Existing homes in particular will have to be made more energy-efficient. The affordability of housing will be guaranteed, and purchasing a home will be made easier for first-time buyers.

In its New Housing Development Action Plan [*Actieplan Nieuwbouw*], the Cabinet will indicate how it plans to increase the construction of new homes, not only during the period in which existing agreements on housing construction remain in force, but also the period thereafter.

Except for a policy to spread social housing, rental housing and house-owners throughout the country, so people of all economical classes live together in every neighbourhood for as far as possible, the measures are not especially concentrated on migrants.

Education:

Aims and objectives: For al small group of migrant youngsters there is an increased risc for trouble at school or future unemployment. This can be the result of cultural differences, or language deficiency. That is why the cabinet needs to provide them with language lessons, social orientation and support in rising children. More and more young migrants are getting a high education in the Netherlands. The newest problem that comes with that is finding places for teaching practice. A lot of young migrants have problems finding them. Schools are taken this problem very seriously, but a real solution is not yet found. The cabinet sees that an adequate level of education is necessary for everyone, in order to participate in the job market and society. The Cabinet believes in the power of good-quality education for tomorrow's economy and society in general, but especially for the formation and personal development of individuals and young people themselves. In short: good education contributes to a better society. The Cabinet is taking a number of measures to achieve this and, in the process, aims to set out a clear course for education management. Most measures that are made concerning education are general.

Fig. n.19: Working population: educational level

Level of education	Total population 15-64 years old						
	Total level of education	Primary education	Lowest level of secondary education	Higher levels of secondary education	Hbo, bachelor, total	master, doctor, total	Unknown
Origin	<i>x 1000</i>						
Dutch citizens	8 766	704	2 180	3 590	1 499	777	16
Western immigrants	1 019	70	185	444	141	163	16
non-western immigrants	1 157	241	273	450	75	85	32
Turkish	240	72	58	83	10	8	9
Moroccan	200	65	50	64	7	8	6
Surinam	239	33	67	100	26	8	5
Dutch Antilles	91	10	22	40	11	5	2
Other non-western immigrants	387	60	76	163	22	55	10

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Employment:

Fig. n.20: working population 2006

Subjects		Characteristics of the persons	Periods	1996	2000	2004	2005	2006
Working population	Labour force participation		%	60,7	66,5	65,8		66,9
		Western immigrant		56,2	62,6	61,0	61,5	63,9
		Not-western immigrant		40,0	47,7	46,5	46,9	46,7
		Turks		34,1	44,3	45,6	44,4	43,9
		Moroccan		30,9	34,2	36,7	40,0	38,7
		Surinams		53,0	62,9	61,3	59,2	59,7
		Antillianen/Arubanen		46,1	54,7	50,6	55,6	55,6
	Remaining not Western immigrants		37,8	44,9	42,0	42,5	42,2	
	Unemployment percentage	Dutch citizen		6,2	3,0	5,3	5,2	4,3
		The western immigrant		10,0	5,1	8,4	9,1	6,8
		Not-western Immigrant		21,9	11,0	16,1	16,4	15,5
		Turks		24,0	9,1	13,9	14,4	15,1
		Moroccan		28,0	13,0	22,1	19,9	17,2
		Surinams		14,6	9,1	11,7	12,2	12,1
		Antillianen/Arubanen		20,8	8,7	15,7	17,6	16,8
		Remaining not Western immigrants		25,2	13,9	18,5	19,1	17,4

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Fig. n.21: Persons with work and/or benefit to origin grouping, 15 up to 65 years, 2004

Countries	Persons with a benefit (%)	Working persons(%)
Somalia	41	22
Irak	42	30
Afghanistan	39	33
Ethiopia	27	39
Iran	27	41
Pakistan	23	42
Morocco	30	43
Turkey	30	47
China	10	49
Egypt	23	51
India	17	53
Philippine	10	57
Aruba	22	57
Vietnam	17	58
Ghana	21	59
Surinam	22	61
Honking	15	62
Cape Verde	18	65
Not-western immigrant	24	50
Dutch citizens	17	75

Source: SSB

Aims and objectives: The unemployment amongst migrants, especially youngsters, is very high in the Netherlands. The cabinet wants the unemployment to decrease. The Government wants to do pioneer work to make more jobs available for migrants. The cabinet will strive to give old comers and newcomers with language deficiency a chance on the job market by learning the language and joining the integration programme. Speaking the language is of great importance when looking for a job. Another measure that is frequently spoken of, but not yet approved is the possibility to apply for jobs anonymously. This gives migrants (mostly youngsters) a greater chance to be invited for a job interview, while at the moment lots of (young) migrants are said to be rejected based in the name in their application. Other measures that are taken by the Government are made for all Dutch citizens, not specially for migrants.

Health:

As regards healthcare and medical assistance, there are a number of differences between persons of native Dutch heritage and persons of foreign heritage. For example, infant mortality rates amongst persons of foreign heritage are higher. Moreover, persons of foreign heritage themselves report a worse

health condition than persons of native Dutch heritage. Remarkable is that Moroccan men have a higher life expectancy on average than persons of native Dutch heritage. Also, fewer Moroccans suffer from cardiovascular diseases. Other ethnic groups, particularly the Surinamese, suffer from more cardiovascular diseases than persons of native Dutch heritage. The Integration map 2006 shows that – corrected for the age groups – persons of native Dutch heritage and persons of foreign heritage differ little as regards the number of contacts with their general practitioner. In 2003, however, a relatively large percentage of Turks sought contact with their general practitioner.

Fig. n.22: Hospitalisations of persons up to 50 years; sex and origin grouping in 2001

Sex	Subjects	Total
	Origin grouping	by 100 persons of the population
Total men and women	Total Origin grouping	11,3
	Dutch citizen	10,7
	Moroccans	12,4
	Turks	13,5
	Surinamer	11,7
	Antillianen/Arubanen	11,8
	Not-western	10,9
	Total western	9,5

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In the Netherlands everybody is legally obliged to have health insurance. Everyone can visit a General practitioner for free, because of this insurance. There is even a law that provides migrants that live illegally in the Netherlands with the proper healthcare. There is no data available of how many migrants visit a general practitioner compared to the general population.

It is known that migrants make less use of homes for the elderly and rest homes or care-taking at home by a professional.

Social participation:

Fig. N.23: Membership for three types of organisations, population of 18 years and older(%)

Year	1997		1999		2001	
	Dutch origin	Foreign origin	Dutch origin	Foreign origin	Dutch origin	Foreign origin
Political party	4	-	5	2	4	1
Trade Union	19	3	20	9	18	5
Sport/Hobby association	33	28	33	14	35	18

Source: CBS (POLS '97-'01).

A high degree of social participation: The Dutch economy is in good shape. There is sustained economic growth, employment is on the rise and unemployment continues to fall. There is more work for more people. This trend is set to continue in 2008. However, to secure this trend for the longer term, people will be needed to do the extra work. With a record number of jobs on offer, now is the time to get as many people as possible involved in society who are still waiting on the sidelines. This is not only important for the economy: having work stimulates self-development, self-worth and integration. 'Working together, living together' is not merely an empty slogan that the Cabinet has chosen as its motto. The quality of any society is determined by mutual involvement and social participation. The Cabinet wants to equip people to keep their heads above water in this rapidly changing society and to stimulate cooperation.

A lot of time and money is spend on involving migrants in voluntary work, which in the Netherlands is an important part of social participation. It seems that mostly non-western-migrants are not used to voluntary work. They do take care of family and friends al lot more than the general population an in the last few years this (mantelzorg) is seen as voluntary work as well.

Next to that a lot of migrants are active in a self organization.

Still there are a lot of campaigns to get youngsters, particularly migrants and migrant women to get to know voluntary work.

Ideally there should be more (young, female) migrants on high voluntary positions, for example members of the board of organizations. At the moment these positions are mainly taken by native males over 50.

The cabinet wishes to encourage women from minority groups to become financially independent and participate in the labour market. On 6 March 2006, the Social and Cultural Planning Office of the Netherlands published the Social Atlas of Women from Ethnic Minorities. This report states that progress has been made, especially with regard to second-generation women. Despite the progress made with the emancipation of women from minority groups, more information about these women is needed concerning, for example, the choices they make and the manner in which this is possibly connected with their relationships within the community. Women from minority groups are often difficult to approach via the usual channels and networks, such as training and consultation bureaus. The cabinet has therefore offered a 'Tool Kit for Participation' (<http://www.toolkitparticipatie.nl>) (in Dutch) to 46 municipalities. This will enable the municipalities to better approach these women.

Legal and political participation: Every person that lives in the Netherlands, is 18 years old or older and had a Dutch passport has the right to vote in all elections.

If you live in the Netherlands, but you are not yet a Dutch citizen, but you country if origin is a member of the European union, you can vote municipal elections.

The fact that a number of migrants are in high functions in the government should strengthen the faith of migrants in the Dutch political system and hopefully it will lead to more migrants voting.

The political participation depends on the level of education, feeling part of the community and the socio-economic position. To improve political participation, there must be taken measures to improve those.

The Netherlands grants rights to migrants with a legal residence of five years to be elected as political representative in the municipal council.

Fig. n.24: Number of migrants in the council of six cities

City (total seats) / Year	1986-1990	1990-1994	1994-1998	1998-2002	2002-2005
Amsterdam (45)	3	4	8	11	8
Rotterdam (45)	1	2	2	2	9
The Hague (45)	1	3	2	2	7
Utrecht (45)	-	3	4	4	6
Eindhoven (42)	2	1	2	2	3

Source: Berger et al (2001) and ISEO (2002).

Cultural integration and participation: In the Netherlands it is very important that migrants can keep their own faith and culture. This is said to be the reason why integration has not gone well until the new integration policies were made.

There are special courses to make migrants understand the Dutch culture, which is part of the Delta plan.

The government is developing a Charter of responsible citizenship. This concerns liberties and obligations: everyone has liberties but is also responsible for defending the constitutional rights, such as the freedom of religion and the freedom of speech. The Constitution prescribes this and everyone must therefore abide by it.

The &-Campaign: The &-campaign seeks to call attention to the added value of collaboration between people from different cultures. The & symbol stands for collaboration as well as added value. The campaign was 'an initiative from various people'. This campaign will continue until mid-2007 and receives government funding.

& symbolises positive contact between people from different cultures. Your neighbourhood, your school, your work, your sports club, everyone benefits. And ultimately, the whole country will therefore benefit. In order to demonstrate this, from January 2006 to July 2007 the campaign will be collecting 1001 examples of good contact between ethnic minorities and native Dutch citizens and putting them under the spotlight.

These examples include both large and small initiatives. Take a young Turkish hairdresser, for instance. He cuts hair and shaves according to old Turkish traditions and brings both ethnic minorities and natives together. He thereby initiates interaction between people from different cultures. Another example is teaching the Brazilian dance sport *capoeira*. This dance sport is

practised by all kinds of people from different cultures. Sport not only gets people exercising, it makes them more familiar with each other's culture.

2.10.4 Brief description of each Regional Governance aspect:

Housing: Rent increases will be indexed to inflation. The cutback on rent allowance that was introduced on 1 July 2007 will be rescinded.

With all the parties involved, the Cabinet will make agreements on better energy performance of existing homes. This will also allow living costs to fall.

The Home-Ownership Promotion Act [*Wet Bevordering Eigenwoningbezit*] will be amended to give new buyers better opportunities to purchase a house. The granting of council loans to new buyers will be encouraged. Combined rental/purchase schemes will be standardised.

Good-quality, accessible and affordable healthcare

Since the new healthcare system has been introduced, it is now time to devote more attention to the qualitative aspects of care. Over the next few years, the Cabinet will give priority to high-quality care, innovation and prevention.

Flexibility in individual responsibility and the need for solidarity are and will continue to be key concepts in the healthcare system. The care sector is currently struggling with rapidly increasing expenditure, which is why the Cabinet will continue to invest in healthcare over the next four years, while taking measures to keep a tight rein on costs. If healthcare is to remain affordable to citizens, it is crucial that the upward trend of premiums stay under control.

Housing as the basis for individual and social development: Affordable, quality housing in a living environment that is clean, complete and safe offers a solid foundation enabling people to develop both individually and as part of society as a whole. The Dutch government wants to achieve a more spacious housing market. Agreements are made in the policy programme to promote the prompt and demand-based provision of 80,000 to 100,000 new housing units each year, an initiative that will require us to pull out all the stops. In the *Actieplan Woningbouwproductie* (Housing Construction Action Plan) to be released in the autumn of 2007, the government will indicate its plans to promote new construction projects, both under the currently applicable (up to 2010) housing agreements and the period after that. The national government will have the authority to hold municipalities to account if they fail to cooperate sufficiently to resolve the problems in the regional housing market.

In the years to come, the Dutch government will make efforts to achieve moderate rental increases. Increases will be linked to inflation. The Dutch government will conclude agreements with stakeholders regarding the improved energy performance of existing residential constructions. This will help to achieve a reduction in housing costs. Residents will be encouraged to invest more in energy conservation. The housing evaluation system (to determine rent) will take the energy performance of residential constructions into account. The *Wet Bevordering Eigenwoningbezit* (Home Ownership Promotion Act) will be amended to

improve opportunities for first-time buyers to purchase a home. Municipalities will be encouraged to provide loans to first-time buyers. Intermediary stages bridging renting a home and buying a home will be standardised.

Education:

Measures for good management: Teachers within the education system will be given greater leeway and more responsibilities.

The Government will formulate new, clear standards for educational results and other aspects that determine the quality of education.

Institutes will make the quality of their education the subject of debate in a dialogue with interested parties and disseminate clear information on their educational results.

The Government will ensure that there is effective supervision of the quality of education, based on trust that must be earned.

Measures in the area of child day-care and Early Childhood Education [VVE]: The regulations for child day-care, playgroups and Early Childhood Education [VVE] will be adapted to suit one another. The State and the municipal councils will work together to achieve this. Furthermore, the Cabinet, together with the four major cities (i.e. Amsterdam, The Hague, Rotterdam and Utrecht) and a number of rural municipalities (e.g. Oost-Groningen) will launch campaigns to bring as many children as possible with a language deficit up to the required level.

By 2011, the Cabinet wants a larger proportion of pedagogical staff to have completed a course in higher professional education [*hoger beroepsonderwijs*, HBO]. There should be closer links between training and practice.

In some parts of the country, the growing demand for out-of-school child day-care [*buitenschoolse opvang*, BSO] is exceeding the supply. This autumn, the Cabinet will make concrete proposals to address this problem.

Measures in the area of primary education: Children need to improve their language and maths skills. Language deficits among three-year-olds are being dealt with through Early Childhood Education [VVE]. Together with the education sector, the Ministry of Education, Culture and Science is to define more clearly what pupils should know and be able to do upon completing their primary education.

The Cabinet will adjust how schools are funded (using weighted adjustment regulation, or *gewichtenregeling*) in order to enable schools with accumulated problems or specific rural issues to address their educational deficits.

Schools will be given opportunities to offer their pupils a rich learning environment. 'Community schools' will also improve children's educational potential. Partners from the sport, culture, welfare and/or child day care sectors will work together to achieve this. The number of combined jobs in education, out-of-school child day-care and sport will be expanded to 2,500 full-time equivalents (FTE).

There will be an appropriate course of education for all at-risk pupils, aimed at achieving the highest possible learning performance.

Too many schools are primarily 'black' or 'white'. This is unacceptable: such schools propagate social separation rather than integration. Moreover, what starts at school continues later on in society. For this reason, we are striving for as many mixed schools as possible in mixed neighbourhoods. In the four major municipalities and a number of other municipal councils, a pilot scheme will be launched to determine which measures have the greatest effect.

Measures in the area of secondary education: The content of secondary education will be qualitatively enhanced through professionalisation of teachers and anchoring of basic knowledge and skills in curricula. Placement in a non-profit or voluntary organisation [*maatschappelijke stage*] offers young people an opportunity to become familiar with and contribute to society during their time in secondary schools. They are thus stimulated to establish themselves as active citizens and to take their responsibility in society.

The flexibility for practice-oriented education, for pupils who 'learn with their hands', will be vigorously expanded. Together with schools, the business community and municipal councils, we will commit ourselves to tailored solutions and sufficient educational opportunities for young people who are already working. Later this year, the Advisory Group for Preparatory Secondary Vocational Education [*Adviesgroep VMBO*] will make concrete recommendations.

Starting in academic year 2009/2010, school books will be provided free of charge, which will lower the school-related costs for parents. This will also put an end to the phenomenon of children attending school without school books because their parents do not purchase them.

Measures in the area of professional and adult: The Cabinet will take measures to increase the participation of adults in education. The same applies to reducing low literacy levels. Put a stop to dropping out of school. The objective is to reduce school dropouts by half: from 71 000 in 2002 to 35 000 in 2012. For this reason, in 2008, the Cabinet will boost its campaign 'Coming Down Hard on Dropping-out' [*Aanval op de Uitval*], together with parents, schools, the business community (for work placements and work/study programmes), community service, youth care, municipalities and the police force. Performance agreements will be signed with municipal authorities and schools. In cooperation with the business community, career orientation and counselling of pupils will be improved.

Employment: The Cabinet has reached an agreement with the municipal councils to find jobs for 100 000 people in the next few years: that is, 75 000 people on social assistance and 25 000 people who are currently at home without benefits. Agreements have also been made with various social partners to achieve this objective.

In 2008, unemployment is expected to fall even further to 310 000, while the economy is set to grow by an estimated 2.5%.

Measures (for 2008): To increase workforce participation, the Cabinet is to shift the levies from employment to consumption. Next year, the employees' Unemployment Insurance Act

[WW] contributions will be lowered from 3.85 to 3.50 percent. In 2009, it will be reduced to zero. At the same time, the upper VAT rate will be increased from 19 to 20 percent.

Municipal councils and the Employee Insurance Agency [*Uitvoeringsinstituut WerknemersVerzekeringen*, UWV] will be given more options to get the long-term unemployed back to work using wage subsidies. The subsidy will amount to a maximum of 50 percent of the legal minimum wage. The objective here is to get a total of 100 000 extra people into employment.

This will include 10 000 jobs with wage subsidies (bridging jobs) to provide work for people whose benefits under the Occupational Disability Insurance Act (WAO), the Self-Employed Occupational Disability Insurance Act (WAZ) or the Young Disabled Persons Invalidity Act (Wajong) were partially or completely cut due to re-assessment. They can gain experience working for an employer for a maximum of one year.

People who are far removed from the job market will soon be able to work without loss of benefit. That will be possible for a maximum of two years. In principle, they will receive one day of training per week. They will also receive a bonus so that their financial situation improves.

In principle, young people under 27 will no longer receive benefits: they must either work or study. However they will still receive (possibly more frugal) financial assistance in combination with an obligation to study or work.

Single parents on social assistance with children up to 5 years of age will no longer be obliged to apply for jobs. However, they will be obliged to study. Before 2008, the Cabinet will earmark an extra € 25 million for sheltered employment. The Cabinet is considering the question of how to organise sheltered employment so that people with a disability who are still able to work will be better able to participate in society.

Job seekers will more easily obtain a certificate for the knowledge and experience they have gained in practice. As a result, when applying for a job, they will be better able to demonstrate their skills.

The Cabinet wants the right of dismissal to be simplified. It is considering stipulating a maximum for redundancy payments, which will make more people eligible for them than is now the case. Alongside this, a mutual training obligation should be introduced, as well as greater protection for temporary/interim staff.

During its current term, the Cabinet will work towards better cooperation between those responsible for the social security system, in order that job seekers and employers with vacancies will be helped more quickly.

Legal and political:

What the Integration Act means: Many people from various countries live in the Netherlands. In order to understand each other, it is important that everyone speaks Dutch and that everyone knows something about the Netherlands. Therefore, since 1 January 2007,

there is a new Integration Act in the Netherlands. The act states that people who come to the Netherlands and live in the Netherlands must learn the Dutch language. And they must also know how Dutch society functions. We call that integration. People who must integrate are also called 'integration subjects'. They have to pass an exam.

What does the Integration Abroad Act involve? The Integration Abroad Act means an extra condition for obtaining a residence permit for the Netherlands. People must have a basic knowledge of the Dutch language and Dutch society before they come to the Netherlands. Their knowledge of the above is tested by means of exam to be taken in the country of origin: the basic exam for integration.

The difference between the Integration Act the same as the Integration Abroad Act: The Integration Act is different from the Integration Abroad Act. The Integration Abroad Act came into force on 15 March 2006. The act affects everyone who wishes to live in the Netherlands on a long-term basis. These people must first learn something about the Netherlands. They must also be able to speak a bit of Dutch and they learn to do so while still in their own country. They also take an exam there. Someone coming to the Netherlands thus already knows something about the Netherlands and is somewhat familiar with the language. Once in the Netherlands, the integration continues. He or she learns the language better and learns more about the Netherlands. The Integration Act governs this.

Who must go through the integration procedure and who doesn't? The Integration Act came into force on 1 January 2007. According to the act, there are three groups of people who must undergo integration: 'old-comers', newcomers and religious functionaries.

Old-comers:

Old-comers are who:

- Do not have a Dutch passport;
- Are between 16 and 65 years old;
- Already lived in the Netherlands before 1 January 2007;
- Lived in the Netherlands for fewer than 8 years when you were of school age;
- Have no diplomas to prove that you they have an appropriate knowledge of the Dutch language and the Netherlands.

Newcomers

Newcomers are who:

- Do not have a Dutch passport;
- Are between 16 and 65 years old;
- Came to live in the Netherlands after 1 January 2007 or was a newcomer on 31 December 2006 according to the old Integration Act for newcomers.

Religious functionaries:

Religious functionaries are those who work for a religion or church. An imam, preacher, priest, spiritual leader, teacher of religion or missionary are examples of religious functionaries.

Who doesn't have to participate in the integration procedure?

Those who:

- Are younger than sixteen years;
- Are 65 years or older;
- Have lived for eight years or longer in the Netherlands when you were of school age;
- Have a certain diploma, certificate or other proof of schooling.
- Are citizens of a country that belongs to the European Union or the European Economic Area, or if you come from Switzerland.

To become considered integrated, participants of the integration program have to take the integration exam. Once they pass the exam, they are considered integrated and receive a diploma. If they wish, they can first follow an integration course in which you learn Dutch and increase your knowledge about the Netherlands. Participants can prepare for the exam by following an integration course and applying for the exam. To pay for the course and the exam, they can apply for a loan from the Information Management Group (IB-group).

In some cases, municipalities will issue a so-called 'integration grant'. This means that the municipality pays for the course and one exam on your behalf. The municipality decides if it will offer you an integration grant. The municipality often gives an integration grant for voluntary integration to someone who:

- Is on social benefits
- Has no income
- Is a religious functionary

The municipality will invite them for an interview if they wish to offer you an integration grant. If the municipality does not invite you for an interview, you can also apply to the municipality yourself.

Those however who thin they know the Dutch language well enough and possess sufficient knowledge about the Netherlands, you can:

- Take a brief test (short exemption test). If you pass, you do not need to do any further study or
- Take the integration exam. Once they pass, you are considered integrated.

A candidate can demonstrate being sufficiently integrated by taking a short exemption test. This exemption test can be taken from 1 January 2007 at the Information Management group (IB-group). Those who consider yourself to be sufficiently integrated, you can do the exam. You can contact your municipality for this. It is possible to apply for a loan from the Information Management Group (IB-group) to pay for the integration course and the integration exam. Once a candidate passes the exam, it may be possible to receive a reimbursement from the IB-group.

Exemptions from the integration obligation: The municipality issues exemptions from the integration obligation in two cases:

- In case of psychological or physical reasons or a mental handicap.
- If the municipality considers that it is not possible for you to pass the integration exam, despite your demonstrable efforts.

The exemption is issued by the Municipal Executive (B&W) in your municipality.

The period within which candidates must I become integrated?

The period in which the integration exam has to be passed:

- Three and a half years if you have already passed the basic exam abroad;
- Five years in other cases.

If a candidate fails the integration exam, they must take it again as many times as it takes to pass. If you fail to co-operate sufficiently and fail the exam, the municipality will impose a penalty on you. You will also not be granted a residence permit for an indefinite period of time.

Naturalisation: Naturalisation means: obtaining the Dutch nationality. Those naturalizedreceive a Dutch passport and may vote. The Immigration and Naturalisation Service

enforce the naturalisation rules. Naturalisation Day (24 August), a day on which new Dutch citizens receive their passports, was introduced in 2006.

Naturalisation ceremony: Becoming a Dutch citizen is a special occasion and, as such, municipalities organise special gatherings in which attention is paid to the significance of the Dutch nationality. This gathering is called a 'naturalisation ceremony'. Municipalities always hold naturalisation ceremonies on Naturalisation Day, 24 August, the day on which the Constitution came into force in 1815. Naturalisation ceremonies can also take place on other days as well.

The Integration Delta Plan: This is a plan by the government to eliminate the waiting lists for integration- and language courses. Part of this plan is also that integration will be 'intensified': this concerns 'participation' in the broadest sense of the word. Those who participate also truly belong as a result. The central government is working on this Delta plan together with the municipalities, social organisations and educational institutions.

The connection between integration and the community approach: Integration begins close to home, in your own neighbourhood. Every community is different. This diversity must be acknowledged. In this spirit, the cabinet wishes to encourage people from all ethnic groups - young and old, rich and poor - to integrate into their community and into society. There are neighbourhoods in our country that are in a poor state. The cabinet is launching a large-scale offensive to give these neighbourhoods a new outlook, which will encourage integration.

The Charter of responsible citizenship: The government is developing a Charter of responsible citizenship. This concerns liberties and obligations: everyone has liberties but is also responsible for defending the constitutional rights, such as the freedom of religion and the freedom of speech. The Constitution prescribes this and everyone must therefore abide by it.

How will the authorities combat discrimination? Discrimination is not a good thing and exacerbates relationships between people. Moreover, it is a punishable offence. For the government, tackling discrimination in the coming years is a priority. For example, it may not be so that people are denied access to practical training and work on the basis of their surnames or ethnic background. The government sets a good example with its fair hiring policy. Detection and prosecution of discrimination will receive more attention in the coming years. The police must always pursue allegations of discrimination.

Women from minority groups: The cabinet wishes to encourage women from minority groups to become financially independent and participate in the labour market. On 6 March 2006, the Social and Cultural Planning Office of the Netherlands published the Social Atlas of

Women from Ethnic Minorities. This report states that progress has been made, especially with regard to second-generation women. Despite the progress made with the emancipation of women from minority groups, more information about these women is needed concerning, for example, the choices they make and the manner in which this is possibly connected with their relationships within the community. Women from minority groups are often difficult to approach via the usual channels and networks, such as training and consultation bureaus. The cabinet has therefore offered a 'Tool Kit for Participation' (<http://www.toolkitparticipatie.nl>) (in Dutch) to 46 municipalities. This will enable the municipalities to better approach these women. The Tool Kit has turned out to be a great success. Municipalities use it to obtain better insight into the primary target group and, if necessary, formulate or adapt policy to provide these women with better personal assistance. Municipalities can publicise local activities for immigrant women. It has been shown that these women view the campaign very positively. Several parties, organisations and women from the target group work together towards better emancipation and integration for women from minority groups. A great deal of positive attention is needed for these initiatives to succeed. In 2006 the first women's week was organised, aimed at combining forces and bringing more attention to various local projects and initiatives.

The National Council for Minorities (LOM): The government wishes to facilitate the emancipation of minorities by allowing them to participate in their deliberations. The National Council for Minorities (LOM) is an organisation in which representatives from minority's organisations can express their opinions on government proposals to the cabinet. They also discuss other topical matters that are important to minorities. The aim of the LOM is to provide support for integration policy.

Are there any concrete examples of initiatives for integration? Of course, we shall give five of them here. The young DJ Armani (18) brings together people from different cultural backgrounds. He does this with music, dance, theatre and debate. A logical choice, because music is his greatest passion. Despite his youth, he knows what he wants and how to achieve it. He maintains many contacts and very deliberately involves youths from different cultural backgrounds in the organisation of the festivals. With these festivals he addresses a particular issue. One example of this is an urban sub-culture festival. Prior to the festival, a lively debate was held about cultural norms and values.

In the multicultural district of Osdorp, immigrant children are cared for in a special way. Not just anyone can 'walk in'; the project operates by membership. Children can only become members if a parent or carer accompanies them or occasionally assists. In this way they also get involved in the project and the children are more enthusiastic. Every meeting of the group begins with a round-table discussion in which the parents are also involved. The mothers come

to pick up the children and can obtain advice or just chat with the ladies from the care centre. This is how good contacts, which have a beneficial effect on the community, are created.

Action Plan for New Entrepreneurs. The number of non-western immigrants with their own business is increasing. They often encounter difficulties in starting and running their own business. The cabinet wants to eliminate these difficulties through the Action Plan for New Entrepreneurs in the hope that the number of 'new entrepreneurs' will increase. The Action Plan for New Entrepreneurs will run from 1 July 2005 to 1 July 2007. The objective of the Action Plan for New Entrepreneurs is for just as many new Dutch nationals to have their own businesses as natives percentage-wise.

The summer festival 'United Neighbours' in *de Pijp* is an annual event, which also serves as a melting pot for cultures residing in this Amsterdam neighbourhood. Music, art, a residents' brunch, sports activities, an information market and political debates are components of the festival. A genuine meeting of cultures takes place in the food and beverage area, where the festivalgoers can eat and drink delicacies from all corners of the world. In the summer of 2006 there was also a Moroccan tent, where rap, dancing and theatre performances were held. Cultural exchange at its best!

Andermaal is a combination of '*de ander*' (the other) and '*maaltijd*' (meal). This initiative from Zeist wishes to bring cultures together by giving people the opportunity to eat together. *Andermaal* organises delicious meals, where people also learn about each other's culture. *Andermaal* prepares dishes from a different country every month. Some 18 countries, including Morocco, Turkey, Haiti, Syria and Thailand, have already passed review. Dozens of people come each evening. The communal meal takes place in the Zeist ecumenical centre. With each meal, the organisation - which consists of people from all kinds of cultures, ranging in age from 18 to 85 - ensures that the participants are told something about the country of origin of the dishes. The evenings are informative and sociable. Many people also remain in contact with each other after the evening's dining.

Social and Cultural integration:

Brief summary of the Delta plan: The Cabinet has approved the "Civic Integration Delta Plan – A Firm Footing in the Netherlands" ("Deltaplan inburgering Vaste voet in Nederland") put forward by Minister Vogelaar of Housing, Communities and Integration (WWI). The Delta Plan is based on the Civic Integration Act that came into effect on 1 January 2007 and contains proposals for improving the integration process and increasing the capacity of integration resources.

The level of integration is currently disappointing, which is why the Government is focusing in particular on combining the integration process with a work placement position, a job or voluntary work in order to improve the chances of success. The target is to achieve this combination in 80% of integration programmes by 2011.

Another aspect of the Delta Plan is that measures will be introduced to make it easier for municipal authorities to implement the Civic Integration Act. For example, they will be able to offer a civic integration programme that is tailored to the situation of the individual taking the programme, for example, by going beyond the civic integration examination itself, or by offering language lessons in addition to vocational training. Each individual will still be required by law to pay 270 euros to take the integration programme. The Civic Integration Delta Plan focuses in particular on implementation, which is primarily the responsibility of the municipal authorities. The Government will agree the details – including a reduced administrative burden – with the organisations that are involved, such as the Association of Netherlands Municipalities (VNG).

The Government stresses that civic integration is a task for all of society: neighbours and local residents can help, as well as the national government agencies, municipal authorities, civil society organisations, schools, employers, sports clubs and residents' associations. With this in mind, the Government will launch an initiative towards the end of 2007 to mobilise civil society organisations to deploy 'integration coaches' – these are people who will provide support not only in relation to learning the language, but also as regards cultural or sporting activities, for example. The Civic Integration Delta Plan, which is one of the Government's "Social Cohesion Projects", will enable approximately 60,000 people annually to start the civic integration programme. A budget of 460 million euros has been earmarked for implementation of the Delta Plan during the Government's current term in office.

Campaigns promoted by the government: The &-Campaign :The &-campaign seeks to call attention to the added value of collaboration between people from different cultures. The & symbol stands for collaboration as well as added value. The campaign was 'an initiative from various people'. This campaign will continue until mid-2007 and receives government funding. & symbolises positive contact between people from different cultures. Your neighbourhood, your school, your work, your sports club, everyone benefits. And ultimately, the whole country will therefore benefit. In order to demonstrate this, from January 2006 to July 2007 the

campaign will be collecting 1001 examples of good contact between ethnic minorities and native Dutch citizens and putting them under the spotlight.

These examples include both large and small initiatives. Take a young Turkish hairdresser, for instance. He cuts hair and shaves according to old Turkish traditions and brings both ethnic minorities and natives together. He thereby initiates interaction between people from different cultures. Another example is teaching the Brazilian dance sport *capoeira*. This dance sport is practised by all kinds of people from different cultures. Sport not only gets people exercising, it makes them more familiar with each other's culture.

Best practices or exemplary actions in the immigrants 'integration policy

The partners have presented a large number of best practices on the immigrants' integration policies :

Fig.n. 25⁵² - List of the best practices and exemplary actions in the immigrants' integration policies

	HOUSING	EDUCATION	EMPLOYMENT	HEALTH	CULTURE	COOPERATION	SOCIAL PARTICIPATION AND SECURITY	TERRIT. ASSIST. NETWORKING	HUMAN RIGHTS	Tot
PRIVATE ORGANIZATIONS										
Cisl								1		1
Coopi						1				1
Euroconsumo		1			1		1	1		4
Liv Stycket			1							1
Menedek		1						1	1	3
Samah							1	1		2
Confindustria Vicenza	1		1				2			4
Fondazione La Casa	1									1
Centro Permanente		1								1
Consorzio Etimos						1				1
PUBLIC ORGANIZATIONS										
Acidi	2	2	1	3	2		1	2	4	17
Carinthia			1					1		2
Macedonia		1			1	1	1			4
Apulia+NGO									1	1
Valencia Elx							1			1
Valencia Region	3	6	5	4			6	3	6	33
Valencia Villena							1			1
Veneto Region	2	1	1				2			6
Total	9	13	10	7	4	3	16	10	12	84

Note: Some BP have been calculated more than once, if they were applicable in 2 or more strands

⁵² In this statistics data we have account all the good practices founded but we have published only the most significative.

In the present report we have devoted a great room (chapters 1 and 2) to the “governance models or styles”: this is the main hinge of our benchmarking programme. The public institutions, as coaching actors of the “governance”, have largely exposed their experiences in this field.

As far as the best practices or exemplary actions are concerned, we give in this chapter more room to the “private” organizations, to draw the attention of the partners to their contributions in the frame *of the social capital vision*.

3.1 COOPI⁵³ (Italy)

3.1.1 Title of the practice profile: Project “Strengthening the social capital within the Senegalese migration phenomenon”

Technical Assistance Service towards Migrants’ Associations

3.1.2 Category:

Social participation and security, Human Rights, processes of empowerment

3.1.3 Type of measure/practice:

Associations of immigrants’ programmes or initiative, NGOs initiatives

3.1.4 Geographical coverage:

Italy (Milan, Turin, Bergamo and Brescia)

3.1.5 Information on proponents, implementing agents:

COOPI is an independent non-governmental organisation, founded in Italy, committed to fighting against social injustice and poverty in the global south and to building a future that guarantees everyone adequate living conditions, equal opportunities and respect of their rights.

Since 1965 COOPI has carried out more than 600 development projects and emergency interventions in 50 countries in co-operation with more than 30,000 local workers, this ensuring direct benefit to more than 50 million people.

⁵³ Authors : Piera Turati, Alessandra Soprano.

In Africa, Latin America, Asia and in Eastern Europe COOPI promotes the access to water and the right to proper health and education services in poorer communities, and gives immediate and long-term aid to populations hit by war or natural disasters.

Since 2002, COOPI has been working on migration issues, trying to follow the related political developments and to better understand the real needs of the migrants, whose role, resources, and skills have been recognised in order to involve them in local development activities and projects, for both social and economic impact. The projects have a common goal of addressing issues on two distinct fronts: in Italy, the country of destination, and in the countries of origin, which have been so far: Morocco, Senegal and Albania.

In planning and implementing projects concerning migration, COOPI applies a trans-national approach, profiting of its local presence in Italy and in the countries of origin, and operates with coordinated efforts in different countries through a network of partners. So far, the COOPI projects in the field of "Migration and Development" focused on two different typologies of intervention:

- Co-development projects: concerning actions that aim at involving migrants associations in development dynamics in their countries of origin. The goal is to enhance the role of the migrant as development agent for his/her country, assigning him/her an important task for identifying and implementing development projects.
- Support in the reintegration of migrants in their countries of origin: referring to projects that can support the social and economic reintegration of migrants that repatriate either voluntarily or forcedly. In this case, the goal is to help people in their resettlement in the local environment. This phase is often quite a frustrating experience and risks exist of a subsequent illegal migration or local recruitment in small criminal organisations.

Therefore, the two types of intervention are placed in very different contexts and address migrants with extremely different experience and needs.

Information and awareness campaigns are important components of both project categories, and they are realised in the countries of origin as well as the country of destination. In the countries of origin, the information activity focuses on the risks of illegal migration, on the promotion of a legal culture of the migration and on strengthening the local institutions devoted to managing the phenomenon.

In Italy, the awareness raising campaigns concern both organising events for the civil society – such as seminars, conferences, photo expositions, and video documentaries on the migrations – and advocacy actions towards institutions, especially at local level.

Aims and objectives of the practice: The project "*Strengthening the social capital within the Senegal migration phenomenon*", has been a project co-financed by the European Union, realised by COOPI during the years 2005-2006.

The project aimed at enhancing the role of the migrant as development agent in the countries of origin and destination (co-development works in partnership).

In particular, within the above mentioned project, a Technical Assistance Service has been developed by COOPI in order to strengthen the skills of Senegalese Migrants' Associations (Mas), supporting the

establishment of a network (migrants – country of destination– country of origin) capable of consolidating their capacity and resources.

3.1.6 Brief narrative summary of the practice profile:

The project, and in particular the Technical Assistance Service, aimed to reinforce the Mas, in terms of technical capacity and in terms of reinforcement of their relations and network, through:

- To develop a training course for Senegalese Migrants Associations on the project design and project cycle management;
- To organise individual training sessions to support the migrant in the project design;
- To encourage meetings between the Mas and the Italian local institutions in order to:
 - Promote the relation and the dialogue between the two parties and the integration of the Mas in the territory of destination;
 - Find co-financing to develop –in Senegal- the projects proposed by the Mas.
- To encourage the meeting between the Mas and the Italian civil society in order to:
 - Favour the acquaintance between the two parties and promote the integration of Mas in the territory of destination;
 - Find private co-financing to develop –in Senegal- the projects proposed by the Mas.

3.1.7 Description of the practice/measure:

3.1.7.1 Activities, processes and steps involved

The COOPI Technical Assistance Service started working when the COR, a Committee composed during the project and formed by the projects partners, 3 local institutions, 4 *Provincial Mas* (biggest Mas, coordinating the smaller ones resident in the same area), published a call for proposal towards Senegalese Mas willing to realise development projects in their communities of origin.

The Technical Assistance Service first step was a training work:

The project coordinator and the Senegal's Coopi Programme Manager developed a training course on project design and project cycle management in order to allow Mas to write projects and participate to the call for proposal. After that, the project coordinator continued the training support, managing individual appointments with singular Mas representatives; the COOPI staff in Senegal supported the Mas and the Mas' local partners in the projects management during the activities' implementation phase.

Moreover, the COOPI Technical Assistance Service supported the Mas in:

- Meeting the Italian Local Institutions willing to support their projects;
- Organising several events in order to facilitate intercultural exchange between the Mas and the local civil society, to communicate the Mas activities and to find private financing funds.

3.1.7.2 Target beneficiaries

The Technical Assistance Services was addressed to Senegalese Mas. Nevertheless, the practice could be replied with others migrants' communities.

3.1.7.3 Period covered:

The whole project lasted 22 months. The technical assistance services lasted 15 months.

3.1.7.4 Resources involved and source of funding:

The resources involved in the project and specifically in the Technical Assistance Service were financed by European Union and by COOPI.

The human resources involved in the Technical Assistance Service was a project coordinator for all the activities to be developed in cooperation with the Mas, and the COOPI Senegal Programme Manager working particularly in the training course about the project cycle management.

In order to support the Technical Assistance Service, COOPI utilised its own office space and equipments.

3.1.7.5 Partnerships:

The project was based on a large network composed by several subjects interested in the migration phenomenon.

The most important organisations or Institutions involved in the Technical Assistance Service activities, were:

- 9 Mas as project beneficiaries and projects implementing agents;
- CeSPI (Centro Studi politiche Internazionali) which developed the research about the Mas in Milan, Turin, Bergamo and Brescia;
- The Municipality of Milan, Turin and Bergamo and the Province of Turin – which financially supported the Mas and which participated in the network and in the COR;
- Two private banks which financially supported the Mas;
- The four *Provinciale* Mas which participated in the network and in the COR.

3.1.7.6 Main inputs:

According to our working experience, it is possible to argue that often the migrants' community – the Senegalese community in particular- in Europe has a strong trans national character, and that frequently the migrants are organised in active associations maintaining a strong relation with their villages of origin.

Moreover, migrants' associations showed a need of being supported and strengthen in terms of project design and project implementation. Migrants' associations projects, even if responding to the real needs of the local communities, often lack structural organisation and technical knowledge.

An NGO support, based on the experience in the international cooperation field, could be essential and crucial in order to improve the efficacy and efficiency of migrants' association's projects

3.1.8 Results achieved and impact (by outcome indicators):

The project had very satisfactory results. In particular:

- 10 institutional co-financing have been found for the 10 projects realised by the Mas;
- the projects realised in Senegal under the coordination of the Coopi local staff, had very positives results. 8 projects among 10 work very good, with a high participation of the local community;
- Several associations that participated in the project are still in touch with the co-financing subject, and develop together other activities and projects.

3.1.9 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

3.1.9.1 Rights-based approach:

The adopted project methodology is in line with:

Universal Declaration of Human Rights

Article 20

1. Everyone has the right to freedom of peaceful assembly and association. 2. No one may be compelled to belong to an association.

International Covenant on Civil and Political Rights

Article 22

b. Everyone shall have the right to freedom of association with others, including the right to form and join trade unions for the protection of his interests.

Convention on the Participation of Foreigners in Public Life at Local Level

Strasbourg, 5.II.1992

Chapter A – Freedoms of expression, assembly and association

Article 3

Each Party undertakes, subject to the provisions of Article 9, to guarantee to foreign residents, on the same terms as to its own nationals:

- the right to freedom of expression; this right shall include freedom to hold opinions and to receive and impart information and ideas without interference by public authority and regardless of frontiers. This article shall not prevent States from requiring the licensing of broadcasting, television or cinema enterprises;
- b. the right to freedom of peaceful assembly and to freedom of association with others, including the right to form and to join trade unions for the protection of their interests. In particular, the right to freedom of association shall imply the right of foreign residents to form local associations of their own for purposes of

mutual assistance, maintenance and expression of their cultural identity or defence of their interests in relation to matters falling within the province of the local authority, as well as the right to join any association.

3.1.9.2 Potential for replication and extension (adaptability):

The Technical Assistance Service

- encouraged and strengthened the Mas, started an empowerment process through:
 - technical training sessions;
 - encouraging the relation and the dialogue among the Migrants' Associations – the Italian local institutions – the Italian civil society.
- Is replicable to other migrants' associations (adaptability) Our experience highlights the usefulness and the effectiveness of this kind of activities. We tested the Technical Assistance Service working with the Senegalese community but we think it's absolutely possible to extend this kind of service towards all migrant communities, especially the communities Organized in associations and maintaining a strong relation with their countries of origin.

3.1.9.3 Broadly base and participatory:

The project adopted a very participatory approach: all the main stakeholders have been included in the COR and participated in the call for proposal design and projects' selection.

The Technical assistance service involved several and different subjects.

Namely:

- The Mas, as project beneficiaries/projects implementing agents;
- The Italian local institutions as subjects supporting the Mas' projects;
- The Italian civil society, as participant and target population of the activities realised in Italy.

3.1.10 Contact details

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3.2 EUROCOSUMO⁵⁴ (Spain)

3.2.1 Title of the practice profile:

Immigrants' integration across skills of consumption

⁵⁴ Author: Maria Isabel Gescon Fort.

3.2.2 Category:

Education, Social participation and security, Identity and cultural reorientation

3.2.3 Type of measure/practice:

International, regional and intergovernmental initiatives / programmes, NGOs initiatives.

3.2.4 Geographical coverage:

Spain (Valencian Community, Madrid, Cantabria, Murcia, La Rioja, Castilla la Mancha, Cataluña, Asturias, Galicia and others).

3.2.5 Information on proponents, implementing agents:

EuroConsumo is a non-profit association founded in 2001 with a stated aim of supporting consumers and users, and especially the most inopportune collectives with their rights and interests.

In this sense, quoting from between the ends and objectives stated in the statutes of **EuroConsumo** *“The development of any type of initiative that has a tendency to create or improve the **information, training, education and defence of immigrants**, with the aim of **integration, cooperation and the development**, emphasizing for it the setting up of activities, the organization of events or the growth of infrastructure for or in collaboration with the institutions, organizations and administrations”.*

Our organization is made up of a federation of associations with an important in the distinct autonomous communities that make up the Spanish Territory, as with a European delegation in Brussels.

In reference to the immigration phenomenon, **EuroConsumo** considers this collective to be an essential part of the Spanish economy as in other countries in the European Union, but in Spain this phenomenon has developed a very short period of time. Since this is a sector that creates a very specific demand of goods and services, it is necessary to have good training and education to contribute to the **integration of immigrants** in society and avoid the abuse of those who are unaware of their rights as consumers.

Through **EuroConsumo**, we have contributed to making immigrant consumers aware of basic concepts concerning consumption. In order to do this, we have started **information campaigns** for immigrants in their capacity as consumers and users of goods and services, **courses and days** on consumption material to inform them of their rights and of how they can exercise these rights using the corresponding organizations like any other Spanish consumer.

This collective presents certain special characteristics that we need to attempt to differentiate. As a result, at **EuroConsumo**, we have tried to **promote confidence among the Spanish consumers**, especially in the sectors where the rights of consumers are most frequently violated, by informing them about the

factors that they themselves control, by formulating advice and developing specific information about these sectors, which are: housing, sanitary system, food, banking services, transport and telecommunications, among others. In other words, we have been able to design **active consumer policies as an element of the integration of immigrant consumers** into the Spanish and European socioeconomic systems.

In this sense and to better attend to the needs of these new consumers, **EuroConsumo** has completed a **research study about the consumption habits of the immigrant population**, using, as examples, 1,200 interviews with male and female immigrants over the age of 18 and applying selection criteria according to age, gender and country of origin. By completing this study, **EuroConsumo** entered into direct contact with the immigrant population y has achieved a bigger and better social and cultural integration of this collective into Spanish society, which has brought many positive results, and most importantly they have obtained contrasting data about the consumption habits of this collective, which allows us to inspire the design of future integration policies, taking into account past data.

3.2.6 Aims and objectives of the practice:

The main objective is the social and cultural integration of immigrants into Spanish society, in a progressive and suitable way, redesigning some guidelines of conduct in the different administrations using the conclusions of the study on the consumption habits of the immigrant population. Modifying and updating these consumer policies on behalf of the different administrations to achieve greater integration of immigrants into European society, is the fundamental objective of our project.

3.2.7 Brief narrative summary of the practice profile:

As mentioned previously, through **EuroConsumo** a **research study about the consumption habits of the immigrant population** has been conducted. It is important to make the data available to better inform the immigrants and to achieve their integration into the new society of consumption in which they are involved by redesigning the new consumption policies so that they take into account the distinct consumption habits of the immigrant population.

The investigation has centred on the themes of greatest importance, such as: housing, health care, food, and transportation, banking services, telephone and internet. Consumption is directly related to these materials that are basic in the personal and social spheres of every person, especially in reference to immigrants. Therefore, if we are familiar with there habits, we will be able to educate them for better consumption, to optimize their resources, and achieve a increased social and cultural integration into society, at the same time the administrations can establish more effective and integrating policies of conduct.

3.2.8 Description of the practice/measure:

3.2.8.1 Activities, processes and steps involved

Firstly, **EuroConsumo** elaborated with professionals in the sector and specialized companies to investigate the markets using a questionnaire as a base for the research study that would be posed to the immigrant collective.

During the months of February and March in 2007, they went to the streets and interviewed 1,200 immigrants of both genders, above the age of 18 and from different countries.

In the following months, they have proposed different **seminars and days** to shape and make immigrants aware of consumption material and to try to achieve social and cultural integration in our society using these skills.

Also, we have carried out a **work of consultation and the deference of the rights and interests of the immigrants** in their facet of consumers in the face of the opportune organizations, like any Spanish consumer.

In the same way, **the conclusions** are transferred to the **competent authorities** so that they will be taken into account when the time comes to design and carry out the consumption policies, in their move toward the social integration of immigrants in Spain.

3.2.8.2 Target beneficiaries

All of the resident immigrants in Spain (the Community of Valencia, Madrid, Cantabria, Murcia, La Rioja, Castilla la Mancha, Cataluña, Asturias, Galicia, and others)

3.2.8.3 Period covered

Preliminary studies and duration of the investigation: 1 month.

Investigation of the consumption habits of immigrants: 2 months.

Period of training and defense of immigrants: unlimited.

The duration of the completed project is unlimited, since once the research study has been carried out, the following work is a continual support to this collective for the integration and defence of their interests.

3.2.8.4 Resources involved and source of funding

EuroConsumo has financed the project in collaboration with the autonomous government of the Community of Madrid and the Community of Valencia.

The human resources and materials used (offices and equipment) belong to EuroConsumo, just as the technical support comes from "**AAB Consultores**," a company specializing in market investigations.

3.2.9 Results achieved and impact (by outcome indicators):

The work carried out by **EuroConsumo** has had very good results and has contributed substantially to the education and social and cultural integration of the immigrant population through the techniques of consumption in regard to housing, health care, food, transportation, banking services and telecommunication, and the different Spanish administrations have been welcomed due to the conclusions from their work on the integration of immigrations through the policies of consumption.

3.2.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

- Rights-based approach
- Relevance
- (Positive) Impact
- Potential for replication and extension (adaptability)
- Broadly base and participatory

3.2.11 Contact details

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3.3 MENEDÉK – ASSOCIATION FOR MIGRANTS⁵⁵ (Hungary)

3.3.1 Title of the practice profile:

Social counselling for migrants

3.3.2 Category:

Housing, Education, Employment, Sanitary field, Social participation and security, Family life, gender equity, prevention of honour-related violence, Identity and cultural reorientation, Human Rights, processes of empowerment.

3.3.3 Type of measure/practice:

NGOs initiatives

3.3.4 Geographical coverage:

All the country of Hungary

3.3.5 Information on proponents, implementing agents:

Menedék – Association for Migrants, was founded in 1995 as an NGO. Its main aims are to represent international migrants (asylum seekers, refugees, temporarily protected persons, foreign employees, immigrants, and other foreigners in Hungary) towards the majority society; to promote the legal, social, and cultural integration of those refugees and migrants who are planning to stay in Hungary; to represent the interests and rights of migrants towards the political, administrative, governmental and municipal bodies and in the media; and the elaboration of sustainable partnerships with other civil societies pursuing similar goals.

3.3.6 Aims and objectives of the practice:

Social counselling for migrants.

⁵⁵ Author: Andras Kovats.

3.3.7 Brief narrative summary of the practice profile:

Assisting refugees and other migrants through social casework.

3.3.8 Description of the practice/measure:

This service has been available since 1998, it operates in the Budapest office of Menedék, as well as in the reception centres of Békéscsaba, Bicske and Debrecen. The social workers can assist clients in 8 languages, while their most common jobs include matters related to housing, employment, education and general information.

3.3.9 Results achieved and impact (by outcome indicators)

The association served 1300 clients coming from 63 different countries in 2006. Based on the unique competence of the service not only individuals, but also a series of other organisations, including local governments and local governments' institutions turn to the Service in order to seek assistance in migrant-related issues.

3.3.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

Rights-based approach, Relevance, (Positive) Impact, Potential for replication and extension (adaptability), Transparency, Innovativeness, Sustainability, Effectiveness.

3.3.11 Contact details

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3.4 MUNICIPALITY OF BUDAPEST (*Hungary*)

3.4.1 Title of the practice profile:

Participation in the CLIP network

3.4.2 Category:

Housing, Education, Employment, Sanitary field, Social participation and security, Family life, gender equity, prevention of honour-related violence, Identity and cultural reorientation, Human Rights, processes of empowerment.

3.4.3 Type of measure/practice:

International, regional and intergovernmental initiatives/programmes, Government policy or programme

3.4.4 Geographical coverage:

Territory of Budapest

3.4.5 Information on proponents, implementing agents (in Hungary):

Municipality of Budapest: the local government of Budapest established by the 1990 Act on Local Governments. In Budapest, the Act defines a special, two-tier system of local governments, with the municipal government in charge of issues relevant for the whole capital or its larger parts, while the mandate of districts (23 district exist in Budapest) cover issues affecting their own territory. The levels are theoretically not hierarchical, they differ in mandate and responsibilities.

3.4.6 Aims and objectives of the practice

Network building

3.4.7 Brief narrative summary of the practice profile

Exchange of knowledge between large European cities in order to facilitate migrant integration

3.4.8 Description of the practice/measure:

The Municipality of Budapest participates in the network of 25 large European Cities 'CLIP'. The CLIP network (Cities for Local Integration Policy) aims to support the social and economic integration and full participation of migrants, to combat social inequalities and discrimination of migrants, to create conditions leading to peaceful coexistence between migrants and the native population and to help migrants to preserve their own cultural identity.⁵⁶

In June 2007 meeting of the network was held in Budapest. Staff of the Municipality of Budapest together with Menedék – Association for Migrants held a round tour for participants in the city in order to familiarise them with the situation of migrants in Budapest.

3.4.9 Results achieved and impact (by outcome indicators):

Raising awareness of local government officials on the issue of migrants.

3.4.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

Rights-based approach, Relevance, Potential for replication and extension (adaptability), Transparency.

3.4.11 Contact details:

www.eurofound.europa.eu/pubdocs/2006/107/en/1/ef06107en.pdf

3.5 MENEDÉK – ASSOCIATION FOR MIGRANTS (*Hungary*)

3.5.1 Title of the practice profile:

Housing service in Budapest to promote the integration of recognised refugees

3.5.2 Category:

Housing, Employment, Human Rights, processes of empowerment

⁵⁶ <http://www.eurofound.europa.eu/press/releases/2006/060911.htm>

3.5.3 Type of measure/practice:

NGOs initiatives

3.5.4 Geographical coverage:

Budapest

3.5.5 Information on proponents, implementing agents

See above.

3.5.6 Aims and objectives of the practice

Provision of housing with favourable conditions in order to facilitate access to labour market

3.5.7 Brief narrative summary of the practice profile (max 20 lines)

Facilitating migrants' access to labour market through provision of housing with favourable conditions, for a previously defined period of time.

3.5.8 Description of the practice/measure:

With the Support of the European Refugee Fund Menedék – Association for Migrants launched a five-month housing programme for recognised refugees, in order to help them in labour market integration and in moving out from reception centres, to begin an independent life. In the programme, refugees are provided accommodation in Budapest, while they undertake that they actively seek employment. In case of successful occupation, they economise with their income in order to be able to solve their housing independently (room or flat rental).

3.5.9 Results achieved and impact (by outcome indicators)

In July 2007 18 refugees moved to Budapest in the framework of the programme. The programme ends in December 2007.

3.5.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach, Relevance, (Positive) Impact, Potential for replication and extension (adaptability), Transparency, Innovativeness, Effectiveness.

3.5.11 Contact details

See above (Menedék Foundation)

3.6 'KATICA' KINDERGARTEN (*Hungary*)

3.6.1 Title of the practice profile:

Application of 8th district education institution for the Intercultural Pedagogic Program

3.6.2 Category:

Education

3.6.3 Type of measure/practice:

Government policy or programme

3.6.4 Geographical coverage:

8th district of Budapest

3.6.5 Information on proponents, implementing agents:

The institution is located in the 8th district of Budapest where the ratio of foreigners, among them, non-Hungarian foreigners is the highest in Budapest (6.5 per cent of the total population are foreign citizens according to official statistics, which counts as a high percentage in Hungarian and Budapest terms). It provides kindergarten attendance for 3-5 years old children. The ratio of non-Hungarian foreign pupils in the institution is exceptionally high in Hungarian (also Budapest) terms, at present 10 Chinese, Vietnamese

and Mongolian, 1 Polish, 1 Croatian are to be found in the kindergarten, which means 12 per cent of the total of 140 pupils.

3.6.6 Aims and objectives of the practice:

Better integration of non-Hungarian migrant children

3.6.7 Brief narrative summary of the practice profile:

Establishment of an intercultural pedagogic programme

3.6.8 Description of the practice/measure:

The institution applies for the Intercultural Pedagogic Programme of the Ministry of Education in the framework of which additional normative support is provided for educational institutions provided that they elaborate and implement their own intercultural pedagogic programme.

3.6.9 Results achieved and impact (by outcome indicators):

Since the institution is only in the process of application, no results can be reported yet.

3.6.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach, Relevance, (Positive) Impact, Potential for replication and extension (adaptability), Transparency, Sustainability, Effectiveness.

3.6.11 Contact details

www.okm.gov.hu/

3.7 ARTEMISSZIÓ ALAPÍTVÁNY, MENEDÉK – ASSOCIATION FOR MIGRANTS, UNHCR (Hungary)

3.7.1 Title of the practice profile:

'Figyelj rá!' [Pay attention to her/him!] media campaign

3.7.2 Categories:

Human Rights, processes of empowerment

3.7.3 Type of measure/practice:

NGOs initiatives

3.7.4 Geographical coverage:

Territory of Hungary

3.7.5 Information on proponents, implementing agents:

For Menedek Foundation: See above.

Second partner: Artemisszió Alapítvány

The Artemisszió Foundation has been operating since 1998 as a non-profit organisation of public interest. The goals of the Foundation are as follows: to encourage continuous dialogue and interaction between culturally, ethnically and socially diverse groups and to foster their mutual understanding; to support the social integration of socially and culturally disadvantaged groups, to strengthen international scientific and cultural relations; to develop and disseminate intercultural training courses, educational materials and methods.

Third partner: UNHCR – Budapest

UNHCR's Regional Office in Budapest is co-ordinating, supporting and monitoring activities in Central Europe (Hungary, Poland, the Slovak Republic and Slovenia) aimed at providing international protection, assistance and integration opportunities to refugees. UNHCR collaborates with a number of Government ministries and departments, international agencies as well as with national and regional NGOs. The key goals of UNHCR in the region are as follows: 1. Persons seeking asylum have access to the territories of States in Central Europe; 2. The quality of asylum systems is safeguarded and improved; 3. Asylum systems and practices are responsive to issues of gender and age in the sub-region; 4. xenophobia and racism towards asylum-seekers and refugees decrease and the integration of refugees is effectively

promoted in the sub-region; 5. Refugee protection in the sub-region is enhanced through the development of a common EU asylum system that conforms to international standards; 6. Strengthened support is provided to UNHCR programs and activities in the region and world-wide.

3.7.6 Aims and objectives of the practice

Awareness raising

3.7.7 Brief narrative summary of the practice profile

Presentation of migrants' cultures in the media to raise public awareness

3.7.8 Description of the practice/measure:

Menedék – Association for Migrants together with the Artemisszió Alapítvány [Artemisszió Foundation] and UNHCR developed a national campaign entitled 'Figyelj rá' [Pay attention to her/him]. The aim of the campaign was to provide the mainstream society with more information on migrants and draw attention to how migrants may enrich the culture and everyday life of the host society.

3.7.9 Results achieved and impact (by outcome indicators):

The campaign was launched in secondary schools and the project was later developed to a national media campaign.

3.7.10 Criteria for inclusion as a good practice:

Details on how the criteria apply to the identified practice should be highlighted. Rights-based approach, Relevance, (Positive) Impact, Potential for replication and extension (adaptability), Transparency, Effectiveness.

3.7.11 Contact details

See above (Menedék Foundation): <http://menedek.ispman.hu/hu/node/1576>

3.8 FOUNDATION FOR DEVELOPMENT OF DEMOCRATIC RIGHTS (*Hungary*)

3.8.1 Title of the practice profile:

Local coalition building in the 8th district of Budapest

3.8.2 Categories :

Housing, Education, Employment, Sanitary field, Social participation and security, Family life, gender equity, prevention of honour-related violence, Identity and cultural reorientation, Human Rights, processes of empowerment.

3.8.3 Type of measure/practice:

NGOs initiatives

3.8.4 Geographical coverage:

The 8th district of Budapest

3.8.5 Information on proponents, implementing agents:

Foundation for Development of Democratic Rights (DemNet) is a non-governmental, non-profit institution. DemNet serves democratic civil society development in Central and Eastern Europe through the design and management of innovative programs that strengthen the non-profit sector's sustainability and improve social institutional structures. Main areas of activity of the organisation are assistance for NGOs through tenders and trainings, regional development and the promotion of the integration of migrants.

3.8.6 Aims and objectives of the practice:

Coalition building in the 8th district of Budapest

3.8.7 Brief narrative summary of the practice profile:

The programme, which is implemented in the framework of the INTERREG programme 'Experiment in Newcomer Integration' aims at the increasing of community cohesion, promotion of intercultural dialogue; and the encouragement of political participation.

3.8.8 Description of the practice/measure:

In the framework of the programme research was made on the presence and impact of foreigners in the 8th district of Budapest, and based on findings of the research and previous knowledge a broad coalition is being set up with local politicians, officials, leaders of institutions, trade unions, and NGOs with the aim of facilitating dialogue regarding issues of the social integration of newcomers.

3.8.9 Results achieved and impact (by outcome indicators)

Since the coalition is now being set up, so far it has produced no results.

3.8.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach, Relevance, Potential for replication and extension (adaptability), Broadly base and participatory.

3.8.11 Contact details:

<http://www.mtaki.hu>

3.9 MENEDÉK – ASSOCIATION FOR MIGRANTS (*Hungary*)

3.9.1 Title of the practice profile:

Network of Migrant-Assisting Organisations

3.9.2 Category:

Human Rights, processes of empowerment

3.9.3 Type of measure/practice:

NGOs initiatives

3.9.4 Geographical coverage:

Territory of Hungary

3.9.5 Information on proponents, implementing agents

See above.

3.9.6 Aims and objectives of the practice:

Network building

3.9.7 Brief narrative summary of the practice profile (max 20 lines)

Building a network of migrant-related organisations

3.9.8 Description of the practice/measure:

The goal of the project, launched in November 2006 is to establish a network of organisations that work in the field of migration and refugees in Hungary. The network's ultimate aim is to build an effective and long-term cooperation of these organisations, to develop their human resources and a database as well as to organise migrant-specific trainings for professionals.

3.9.9 Results achieved and impact (by outcome indicators):

So far an informative material, 'who is who in the Hungarian Immigration Affairs' has been published and the compilation of a homepage began.

3.9.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach, Potential for replication and extension (adaptability), Transparency, Broadly base and participatory, .

3.9.11 Contact details:

See above (Menedék Foundation): <http://menedek.ispman.hu/en/node/932>

3.10 LYVSYCKET⁵⁷ (Sweden)

3.10.1 Title of the practice profile:

Integration of target group into the labour market

3.10.2 Category s:

Education, Employment, Social participation and security.

3.10.3 Type of measure/practice:

NGOs initiatives

3.10.4 Geographical coverage:

The County of Stockholm

3.10.5 Information on proponents, implementing agents:

City of Stockholm and County Administrative Board of Stockholm

3.10.6 Aims and objectives of the practice:

The aim of this practice is to prepare and guide both young and adults with immigrant background into the different areas of the Swedish society such as education, labour market and participation in the society as whole by providing the target group coaching and internship.

3.10.7 Brief narrative summary of the practice profile:

Through the project partners in cooperation with the project managers the target groups has the possibility to create a network and internships with the aim to learn more about specific occupations and get a labour market training. Through theoretical and practical methods in the project the participants get an insight and education about different occupations such as policeman, fire brigade, constructors, entrepreneurs or other occupations depending on the interest of the target group. The practice consists of education in form of lessons at Livstycket by educated teachers in IT, Literature, EU-politics and policies,

⁵⁷ Authors: Mait Molander and Evrim Erdal.

entrepreneurship, how to apply for a job and different interview techniques, how to start a company etc. The project is individual based depending on the participants' needs and aims. The participants have a personal coach guiding different possibilities. The profile of the participants differs depending on cultural or/and religious background, which causes dealing with sensitive issues, and family matters, which are obstacles for the people's possibilities to labour and social integration.

3.10.8 Description of the practice/measure:

Theoretical and practical training consisting of guidance and internship. The process is dependent of each individual and is shaped by different steps. Evaluation has been an important part of the practice, which has contributed with analyses during the project by an evaluation company (Ramböll Management).

3.10.8.1 Target beneficiaries

The participants consists of two groups, Dialogue 1 who is the young participants between 18-35 years and Dialogue 2 who is the elder group between 35-60 years, all with immigrant background.

3.10.8.2 Period covered

March 2005- September 2007

3.10.8.3 Resources involved and source of funding

Sources for funding is the European Social Fund

3.10.8.4 Partnerships

In Dialogue project the local cooperation partners are the City of Stockholm, County Administrative Board of Stockholm, the Police Department of Stockholm County, Fire brigade in Stockholm, Federation of Private Enterprises in Stockholm (more than 3 400 enterprises), SKANSKA (one of the world's leading companies in construction) and the social services.

The partners supports the project in different ways: internships at Fire Brigade and SKANSKA, visits at the Police University and meetings with entrepreneurs in different sectors etc. Dialogues` s Steering Committee consists of different representatives from the partners and of members of the Swedish Parliament.

3.10.8.5 Main outputs

Better knowledge in the Swedish language

Closer to the labour market

Stronger understanding among receivers of interns concerning diversity.

3.10.9 Results achieved and impact (by outcome indicators):

After ending the project the results are that totally 120 participants were in the project, 80 young persons and 40 elderly. 90% of the young people has work or study at the university level and 50% of the elderly now have a job.

3.10.10 Criteria for inclusion as a good practice:

Rights-based approach, Relevance,(Positive) Impact ,Potential for replication and extension (adaptability), Innovativeness, Broadly base and participatory, Effectiveness.

3.10.11 Contact details:

Project manager: Mait Molander, EU manager at Livstycket Association

Tel: +46 8 760 43 15

Website: www.livstycket.com

Documents: A method book will be published in February 2008 about the Dialogue project written by Mait Molander with contribution by Ramböll Management (evaluation company).

3.11 SOCIAL SOLIDARITY – CENTRE FOR HOSTING REFUGEES AND ASYLUM SEEKERS (*Greece*)

3.11.1 Title of the practice profile:

Social Solidarity

3.11.2 Category:

Social Participation and security

3.11.3 Type of measure/practice:

NGOs initiatives

3.11.4 Implementing Agent:

Social Solidarity – Centre for Hosting Refugees and Asylum Seekers, is an independent non-governmental organization, founded in 2000 and situated in Thessaloniki, which hosts refugees, asylum-seekers and unaccompanied minors, and helps them integrate in the local society. It provides medical treatment, psychosocial support, and legal assistance to all the people hosted in the Centre.

3.11.5 Aims and Objectives of the Practice:

This particular practice is based on an NGO initiative aiming to **assist women refugees and asylum seekers integrate in the local society** through their active involvement in creative activities.

More specifically, through their social participation in these workshops women learn how to develop special skills such as patchwork, jewelry, handmade textiles, as well as painting techniques. Thus, women manage to earn a small income from the sale of their creations, which they then sell during exhibitions or social events organized by Social Solidarity for their support.

The active involvement of women in such activities offers them the opportunity to express themselves through their creations, interact with women from other countries, develop skills that empower their greatly needed self-respect, and ultimately help them integrate in the society of the region.

3.11.6 Results achieved and impact:

In the last two years, due to the interest that many women showed for these workshops, Social Solidarity created a permanent exhibition room where all the creations are exhibited to the public. Even passers-by may enter the premises and purchase a painting, a jewel, or a patchwork.

Three main workshops have been organized on its' premises, namely painting on silk, ceramics, and flower synthesis. During numerous social events, native citizens visited the exhibition and were impressed by the quality of the creations made by women refugees and asylum seekers. This way, women refugees and asylum seekers feel more confident themselves and carry on developing skills that may assist them in accessing employment and gradually integrating in the local society.

3.11.7 Criteria for inclusion as a good practice:

Sustainability, Transparency. The experience gained through this practice makes us believe that it will prove beneficial to other migrant communities as well. This can be potentially extended to other NGOs that offer specialized services to migrants who live in the region. It can be further used as a tool for access to employment for migrant women or men living in the region. Through the acquisition of special skills, migrants are ready to find work and eventually integrate in the local society.

3.12 SOCIAL SOLIDARITY – CENTRE FOR HOSTING REFUGEES AND ASYLUM SEEKERS (*Greece*)

3.12.1 Title of the practice profile:

Children's Playground

3.12.2 Category :

Employment, Social Participation and security.

3.12.3 Type of measure/practice:

NGOs initiatives

3.12.4 Implementing Agent:

Social Solidarity – Centre for Hosting Refugees and Asylum Seekers.

3.12.5 Geographical Coverage:

Thessaloniki

3.12.6 Aims and Objectives of the Practice:

This particular practice aims **to help women refugees and asylum seekers overcome their traumatic experiences** that they experienced in their countries of origin, whilst offering them the opportunity to integrate in the countries of destination. More specifically, Social Solidarity created a well-organized and safe environment for the children of these women, which operates independently on its' premises.

The above playground is a self-managed unit that guards the children of women hosted in the Centre. It has the capacity to guard and look after fifteen (15) babies and children on a daily basis. Apart from the women who live in the Centre, this playground offers similar services to women refugees that stay in Thessaloniki and face similar problems in their everyday life.

It has been operated exclusively by women refugees and asylum seekers, with the aid of a specialized pedagogist (teacher). It offers the following services to babies and children:

- Guarding
- Hygienic Care

- Creative activities
- Two meals per day (breakfast, lunch)
- Rest area for babies in children's swings

3.12.7 Results achieved and impact:

The children's playground operated on the premises of Social Solidarity from 1/7/2005 until 30/06/2007 (total of 24 months). During this period four (4) women refugees worked in it, and fifteen (15) babies and children were guarded and looked after on a daily basis. Therefore, women refugees and asylum seekers with babies and children were given the opportunity to work at mornings, while their children were guarded in a safe, well-decorated and self-managed playground. Access to employment is inevitably a crucial element for the successful integration of migrants and their families.

3.12.8 Criteria for inclusion as a good practice:

Potential for extension, Effectiveness.

The above practice proved to be very innovative and effective, which could be further extended in other NGOs that host immigrants or asylum seekers in the region of Central Macedonia. Many migrant women need someone to look after their babies and children while they work, and they certainly can't afford to pay a babysitter for this reason. Through the creation of similar units in the wider region, we could assist migrant women to access employment, improve their standards of living and eventually integrate in the local society.

3.13 SOCIAL SOLIDARITY – CENTRE FOR HOSTING REFUGEES AND ASYLUM SEEKERS (Greece)

3.13.1 Title of the practice profile:

Musical Intercultural Workshop "Voice of the People"

3.13.2 Categories :

Identity and cultural reorientation, Social participation and security.

3.13.3 Type of measure/practice:

NGOs initiatives

3.13.4 Implementing Agent:

Social Solidarity – Centre for Hosting Refugees and Asylum Seekers.

3.13.5 Geographical Coverage:

Thessaloniki

3.13.6 Aims and objectives of the Practice:

In the aforementioned musical intercultural workshop participate refugees, asylum seekers, immigrants, as well as Greek musicians. Participants get together three times per week in a room specifically created for rehearsals on the premises of Social Solidarity. Through this interaction of musicians from many different countries, **participants maintain their national identity whilst learning more about the culture of people from other countries**. At the same time participants aim to sensitize the local society through their music as a form of expressing themselves in a common language, i.e. music.

3.13.7 Results achieved and impact:

Bringing together people through music proved to be a very successful practice for Social Solidarity. Since 2003, the rehearsals are carried three times per week on a weekly basis, and the group promotes its' work through all major social event. They play music and sing songs from their countries of origin. During 2005, 2006 and 2007, the group performed live during the celebrations of the World Refugees' Day (20 June). In all occasions the audience enjoyed their music and encouraged them with their warm applause.

Furthermore, during the year 2006, the above group of musicians released its' firm album "Earth Turns"and it proved to be a very successful venture for the group. This venture was subsidized by the General Secretariat for Youth and copies of the album were sold to citizens of Thessaloniki in a symbolic price, so that people could learn more about this venture.

In addition, the group participated in many social events organized in the city of Thessaloniki, such as: a) World AIDS' Day (2 December 2006), where the group performed live at the biggest square of the city (Aristotle's Square), and b) three-day festival under the auspices of the Greek General Secretariat for Youth at Thessaloniki's port, where the group performed live in the context of a festival entitled "All different – All equal"(30,31.3.06 and 01.04.06)

3.13.8 Reasons for inclusion as a good practice:

Sustainability, Innovativeness.

"Voices of the People"was the result of an effort to unite people from different countries through one common language, i.e. music. It proved to be an innovative idea that brought together refugees, asylum

seekers, migrants and Greek citizens. It is a truly sustainable practice, since it can be carried out and continued without much financial or human resources support. It is merely enthusiasm and genuine interest that made these people form a group of musicians. After all, art and music constitute a language understood by millions of people worldwide, regardless of their background. Social Solidarity realized the dynamics of such a venture and assisted these people to create a truly great group from the very beginning.

3.14 SOCIAL SOLIDARITY – CENTRE FOR HOSTING REFUGEES AND ASYLUM SEEKERS (*Greece*)

3.14.1 Title of the practice profile:

Educational lessons for refugees, asylum seekers and unaccompanied minors.

3.14.2 Category:

Education

3.14.3 Type of measure/practice:

NGOs initiatives

3.14.4 Implementing Agent:

Social Solidarity – Centre for Hosting Refugees and Asylum Seekers

3.14.5 Geographical Coverage:

Thessaloniki

3.14.6 Aims and Objectives of the Practice:

In the premises of Social Solidarity, we offer free lessons of Greek and English language, as well as supporting lessons for young people who attend school in Thessaloniki. The aim of this practice is **to assist refugees, asylum seekers and unaccompanied minors in learning the Greek language**, support those of them who face difficulties in school, and teach them English as a second language.

3.14.7 Period covered:

This practice has been carried on from 2004 until 2006 and will also start again during this school year (2007-2008). All teachers are young volunteers who offer their services free of charge, with enthusiasm and help young people learn the Greek language properly and overcome the difficulties that they might face on a daily basis. Having learned the Greek language, they will integrate easier in the local society and eventually feel part of it.

3.14.8 Results achieved – Impact

During these courses, a large number of refugees, asylum seekers and minors attended these lessons. More specifically, from 2004 until 2006 twenty-six (26) unaccompanied minors supporting lessons on the premises of Social Solidarity, eight (8) people attended Greek lessons, namely five (5) women and three (3) men. Furthermore, ten (10) unaccompanied minors attended English lessons. Supporting lessons were held twice a week, English lessons once a week, and Greek lessons for adults twice a week.

These lessons were beneficial to all participants, each one for different reasons. Weak students became better at school, women started understanding and speaking Greek better, and minors who were interested in learning English benefited from the opportunity given to them.

3.14.9 Reasons for inclusion as a good practice

Effectiveness, Potential for replication and extension.

Learning the language spoken in the host country is inevitably a key factor for the integration of refugees, asylum seekers and migrants in the society. Therefore, the lessons taught to these people constitute an effective way to achieve this aim. Social Solidarity acknowledges the importance of assisting adults learn Greek, students become better at school and also learn a second language. This practice should be applied in other similar NGO in the region, since it is an effective, low-cost and indispensable part of the process called "Integration".

3.15 REGIONAL AUTHORITY OF CENTRAL MACEDONIA (*Greece*)

3.15.1 Title of the practice profile:

Immensity Project.

3.15.2 Categories :

Employment; Entrepreneurship of immigrants.

3.15.3 Type of measure/practice:

Regional Authority Initiative.

3.15.4 Implementing Agent:

Regional Authority of Central Macedonia Greece.

3.15.5 Aims and objectives of the Practice:

The objective of Immigrants' Entrepreneurship for Socio-Economic Cohesion and Improvement of Living Standards is **supporting and encouraging the social and economic inclusion of legal immigrants in the countries of destination**, stimulating their potential for entrepreneurship and self-employment and simultaneously contributing to improvement of living standards in their countries of origin, through the promotion and support of bilateral trade with those countries.

The long term objective of immensity is encouraging the return of these immigrants to their countries of origin, with transfer of their entrepreneurial activities and businesses there. The project is not aimed directly at creating new offices or information points, but possibly at improving existing ones in each of the countries participating in the project.

3.15.6 Results achieved and impact:

Creation of shared network of know how and exchange of good practices. Moreover, the positive business experience of immigrants proved to be means through which integration and social inclusion was achieved. The project resulted as an opportunity for professional training that could be exported to the countries of origin, encouraging the commencing of economic activities there and also creating new jobs.

3.15.7 Criteria for inclusion as a good practice:

Creativity, Social inclusion.

The experience gained by the immigrants and the training and know how acquired in the host countries can boost "return"migration, which would contribute to the social and economic development of the countries and lead to profitable trade relations. But, most importantly, creativity through entrepreneurship leads to the social inclusion and the integration of immigrants.

3.16 NATIONAL IMMIGRANT SUPPORT CENTRES (CNAI)⁵⁸ (Portugal)

3.16.1 Title of the practice profile:

National Immigrant Support Centres (CNAI)- One-Stop-Shops

3.16.2 Categories:

As a holist approach programme this measure has intervention in several areas, namely:

- housing (Support Cabinet for Housing),
- Education (Education Cabinet in partnership with the Ministry of Education),
- Employment (Support Cabinet for Employment, in partnership with the Public Institute for Employment and Training – IEFP, and Support Cabinet for Entrepreneurship),
- Sanitary field (Heath Support Cabinet, in partnership with the Heath Ministry)
- and Social participation (Socio-cultural mediators, who originate from the different immigrant communities, play a key role in all CNAI' services).

3.16.3 Type of measure:

Government programme (ACIDI, I.P.)

3.16.4 Geographical coverage:

Lisbon Metropolitan Area and Oporto Metropolitan Area

3.16.5 Information on proponents:

The One-Stop-Shops (CNAI) are an ACIDI' service. ACIDI - the High Commission for Immigration and Intercultural Dialogue (ACIDI, I.P.) - is the Portuguese state service that has the mission to promote the integration of immigrants. Following the philosophy of working with partners to develop good integration policies and outcomes in a shared responsibility, the one-stop-shops involve both civil society organizations (most of them immigrant associations) and different ministries departments (Service for Border Control, Internal Affairs Ministry, Labor Inspectorate, Social Security, Health, Justice and Education).

⁵⁸ Author: Cristina Casas.

3.16.6 Aims and objectives of the practice:

To accomplish the mission of integrating immigrants in Portugal, ACIDI assure the participation and cooperation of representative immigrant associations, social partners and State Services in the definition and assessment of policies on immigrants' social insertion and on prevention of exclusion and discrimination. Accordingly one of the main priorities of ACIDI work is to facilitate the immigrants' contact with Public Administration and support services for the resolution of their problems regarding integration. The National Immigration Support Services (*Centros Nacionais de Apoio ao Imigrante - CNAI*) were set up in 2004 with that aim. Their establishment, in Lisbon and Oporto, seeks to provide an integrated and efficient humanistic response to problems of integration posed by immigrants who have chosen Portugal as their host country.

3.16.7 Brief narrative summary of the practice profile:

The National Immigrant Support Centres (CNAI), in a logic of one-stop-shop, bring together a number of public services related to immigrants (e.g. Service for Border Control and Aliens, Social Security, the General Inspectorate of Labour, Ministries of Health, Education and Justice) and offer specific support offices that promote immigrants integration in Portugal (e.g. Entrepreneurship, Legal Advice, Family Reunification, Employment Support, Housing).

The CNAI aims to provide a step forward regarding the integration of Portugal's immigrant population by offering competent, efficient and humane assistance in order to respond to migrants' needs. Socio-cultural mediators, who originate from the different immigrant communities, play a key role in all CNAI' services. Accordingly, each CNAI provides a range of services all under one roof in a variety of languages (Portuguese, Cape Verdean and Guinean Creole, Romanian, Russian and English). Services include the provision of information and direct assistance regarding legalisation and visa issues, family reunification, the educational system, health care access and provision, professional and educational skill recognition, social security and welfare issues, labour concerns, legal aid and immigrant association support.

A director that responds to the High Commissioner for Immigration and Intercultural Dialogue manages the CNAI. Socio-cultural mediators, who originate from the different immigrant communities, play a key role in all CNAI' services and are crucial stakeholders in any service provided.

The service works from Monday to Friday between 8H30 and 16H00.

3.16.8 Description of the practice/measure:

- *Activities:* the CNAIs offers the services of ministerial cabinets (with whom immigrants need to contact with - Service for Border Control, Internal Affairs Ministry, Labor Inspectorate, Social Security, Health, Justice and Education) and specialized offices that provide specific support (e.g. legal advice, family reunion, housing, social emergencies - homeless, immigrant living in very poor

- conditions -, labor market insertion - both to dependent work and self-employment -, access to Portuguese nationality, Portuguese language courses, integration for the Roman community).
- *Target beneficiaries*: immigrants residing in Portugal (both legal and illegal)
 - *Period covered*: permanent since March 2004
 - *Resources involved and source of funding*: ACIDI budget (Ministry Presidency funding).⁵⁹
 - *Legislation basis*: The legal framework for the CNAI' activities is the Law-Decree n.º 27/2005.⁶⁰ ACIDI' activities are regulated by the Law-Decree n. 167/2007 - CNAIs is described in Article 3º f) of that Law⁶¹ - and the Law-Decree n. 167/2007⁶² – the Article 3º explains the aims to CNAI activities.
 - *Partnership*: Following the philosophy of working with partners to develop good integration policies and outcomes in a shared responsibility, the CNAIs involve different Ministries' Departments (that provide their services within support cabinets specialized for immigrants - Service for Border Control, Internal Affairs Ministry, Labor Inspectorate, Social Security, Health, Justice and Education) and civil society organization (from whom came nearly one hundred socio-cultural mediators that work in the two one-stop-shops).

3.16.9 Results achieved and impact:

This project proved to be innovative in terms of providing a joint answer to the user, since it is based on a general shared data management system used in attending the public (facilitating the digitalization of data and documents and communication between the different offices). To be enhanced the services are assured with the involvement of socio-cultural mediators, who belong to different immigrant communities living in Portugal. These stakeholders, representing immigrant associations themselves and working in partnership with public administration, have a key role in the process of contact with immigrants and problem resolution.

As a result, this project has been building in Portugal a partner relationship between public administration and civil society (including immigrant associations). And that this crucial partnership contributes to strength trust relations, the feeling of co-responsibility and participation of different partners and help in the creation of a new approach to EU deal with immigrants' integration.

In 2005 CNAI had 301.011 attendants and in 2006 that figure decreased to 299.736 (reflecting the decrease of the immigrant population in Portugal from 2005 to 2006).

With the aim to improve the services provided to immigrants that lock for CNAI, during 2006 year new support services were created inside the national immigrant support centres (CNAI): (1) children space (several immigrants bring their kids to CNAI. So during the period that they are waiting children play in this space with CNAI' qualified personal); (2) cultural activities office (responsible to animate the CNAI space

⁵⁹ for details see ACIDI activity reports: for 2002-2005

http://www.acime.gov.pt/docs/Publicacoes/RelatorioActividades_ING/activity_report_short.pdf.
and for 2005-2006

<http://www.acidi.gov.pt/docs/Publicacoes/Relatorio%20Actividades/RelatorioActividades2006.pdf>.

⁶⁰ Available at <http://www.acidi.gov.pt/docs/Legislacao/LPortuguesa/ACIME/DL27-2005.pdf>

⁶¹ Available at http://www.acime.gov.pt/docs/ACIDI/Lei_organica_ACIDI.pdf

⁶² Available at <http://www.acidi.gov.pt/docs/Legislacao/LPortuguesa/ACIDI/Estatutos3.pdf>

with a more human outlook. In the past year several expositions were organized inside CNAI involving immigrant artists); (3) immigrant entrepreneurs' support office (the main purpose of this Office is to capitalise the entrepreneurial potential available in the country within immigrant communities. Accordingly the Office provides technical support and advice to immigrants defines their entrepreneurial project or enlarges their business.); (4) centre for resources for learning Portuguese (given the needs of immigrants concerning the lack of Portuguese knowledge, this office was created to organise and put available resources for the learning of Portuguese); (5) office for housing support (this office was created to provide counselling and guidance to immigrants that search for house in Portugal, both with regard to legal issues and as well as information about the rental and house purchasing markets), and (6) Roman community support office (although the Romans are mainly national citizens for centuries in Portugal, many community members suffer from social exclusion. Accordingly this office was created to promote the social inclusion of Romans, namely regarding the access to education and professional training, work and housing); (7) Teams in the field – within the project “ACIME near the communities”, CNAI created a new service: teams in the field. This service was created with the aim to take the specialised service of the CNAI socio-cultural mediators to particular neighbourhoods with high concentration of immigrants.

3.16.10 Criteria for inclusion as a good practice:

Rights-based approach: CNAIs have been designed and managed from the perspective of providing a quality service to the immigrant, within a friendly environment and operating from a platform where the immigrant is the centre of all activity.

Relevance: The exchange of experiences and know how of the partners involved in the Portuguese National Immigrant Support Centers (state services, immigrant associations, socio-cultural mediators and other integration stakeholders) permit to define a coherent and effective integration model.

Positive Impact: Accomplished three years of activity, the Portuguese High Commissariat for Immigration and Ethnic Minorities requested to the International Organization for Migration (IOM) an independent evaluation of the outcomes of these one-stop-shops. This evaluation was fundamental in order to improve the services provided to immigrants in Portugal. Within the main conclusions of this evaluation (based on a survey undertaken with immigrants) is the high degree of satisfaction (in average 70% in all the services) or good satisfaction (around 23%) with CNAI services. It was also refereed the positive impact of the socio-cultural mediators in the access to public administration – around 70% refereed socio-cultural mediators as trusty persons and reinforced the importance of they specking the same language.

Potential for replication and extension: Being inspired by the Common Agenda for Integration, several Member States have been defining concrete integration programmes to immigrants that mainly assess the 'one-stop-shop' (OSS) model. The two Portuguese *National Immigrant Support Centres* (CNAI) were recognized as an example of best practices in the *Handbook on Integration for policy-makers and practitioners*.⁶³ The integration and cooperation of different public services, previously with different locations and schedules, and new services that intend to answer to concrete immigrants needs and were

⁶³ Available for download in: http://ec.europa.eu/justice_home/doc_centre/immigration/integration/doc/handbook_en.pdf

not, until then, offered to immigrants, became a fundamental answer to newcomers and permanent immigrants.

Transparency: the practice is clearly designed and formulated. Immigrants have access to informative brochures explaining the main services provided at CNAI.

Innovativeness: Within this innovative model Socio-cultural mediators have a fundamental role because they guarantee not only a cultural and linguistic proximity to each immigrant that seeks for answers at these centres, but also a fundamental proximity between public administration and immigrant citizens. Furthermore, the participation of civil society institutions, as a partner in the management of this project, can bring important outcomes since the development of immigrant integration policy became a shared responsibility.

Broadly base and participatory: this programme involves the participation of different partners, including public administration from different ministries and civil society organizations (mainly immigrant associations).

Sustainability: CNAI works with public funding (ACIDI budget).

Effectiveness: The IOM evaluation report highlighted (in immigrants' words) that the intervention objectives have been well achieved.

3.16.11 Contact details:

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3.17 JESUIT REFUGEE SERVICE AND CALOUSTE GULBENKIAN FOUNDATION (Portugal)

3.17.1 Title of the practice:

Recognition of Qualifications of Immigrant Doctors and Nurses.

3.17.2 Category:

Education.

3.17.3 Type of measure/practice:

NGOs initiative (includes Jesuit Refugee Service in Portugal and Calouste Gulbenkian Foundation).

3.17.4 Geographical coverage:

National.

3.17.5 Information on proponents, implementing agents

This programme is promoted by two NGO organizations: the (1) Jesuit Refugee Service in Portugal and the (2) Calouste Gulbenkian Foundation.

(1) The Jesuit Refugee Service (JRS) is a humanitarian and international organization from the Catholic Church, under the responsibility of the Jesus Order (Jesuits). The organization was funded in 1980 by Pedro Arrupe priest that believed that the refugees were the most unprotected people of the world. This international non-governmental institution acts in seventy countries distributed by all the continents. The JRS in Portugal⁶⁴ was created in 1992. With headquarters in Lisbon, this NGO started to act as an informative body, promoting campaigns that aim to stimulate the awareness about refugees' problems and vulnerabilities. However in 1999, taking in consideration the reality of Portugal (with just a few refugees and higher presence of immigrants), the JRS Portugal started to implement several activities to promote a better life for foreigners residing in Portugal (e.g. organization of Portuguese courses for foreigners, creation of centres to host homeless immigrants, juridical counselling for immigrants, immigrants' support for find job or creation of small business activities, medical support). To unroll all this activities the JRS Portugal established several partnerships with state and civil society organizations: Foreigners and Border Service (SEF), Labour Inspection (IGT), High Commission for Immigration and Intercultural Dialogue (ACIDI I.P.), Lisbon City Hall, Social Security, Police, International Organization for Migration – Mission in Portugal (IOM), Portuguese Council for Refugees (CPR), AMI Foundation, Calouste Gulbenkian Foundation and several state hospitals.

(2) The Calouste Gulbenkian Foundation, the founder of this project, is a Portuguese private institution of public utility created in 1956 that works in the fields of art, charity, science and education. The foundation unrolls several activities in Portugal and abroad, putting also available subsidiaries and scholarships. This Foundation belongs to the European Foundation Centre (EFC) and participates in several forums about art, development, science and education. In the end of 2005 the capital of this Foundation reached 2 756 million euros.

⁶⁴ For further information see <http://www.jrsportugal.pt/jrs/jrsqsomos.asp>

3.17.6 Aims and objectives of the practice:

The main goal of the project was to create the necessary conditions that would not only enable immigrant doctors and nurses to work on their profession in Portugal (thus contributing towards their integration in the Portuguese society, through the recognition of their skills and qualifications), but also to address the shortage of qualified Portuguese professions in health sector.

3.17.7 Brief narrative summary of the practice profile:

Although there is not an official survey on the qualifications of immigrants in Portugal, it is known that there are hundreds of legal immigrants with qualifications in the area of healthcare aiming to live in Portugal on the long term. A large percentage of these immigrants have academic qualifications that could answer to the needs of Portuguese labour market. The possibility of bringing these highly qualified immigrants to the Portuguese labour market was a very enriching experience for the immigrants and an opportunity to address the lack of health professionals in the Portuguese healthcare system. Having these challenges in mind, the Calouste Gulbenkian Foundation together with the Jesuit Refugee Service brought together this Projects of Recognition of Qualifications of Immigrant Doctors and Nurses. During implementation of the project each beneficiary was informed about the main difficulties that were likely to appear in their academic and professional integration. Having these concerns in mind this project was implemented based on an individual guidance base.

3.17.8 Description of the practice/measure

Activities: Throughout the implementation of the project several stages were distinguished: (1) candidate selection; (2) gathering of all the required documents for the recognition process, (3) delivery of the documentation to Medical and Nurses universities, (4) training period, (5) final exam, (6) registration in professional orders (Doctors and Nurses), (7) professional integration in Portuguese healthcare system, (8) re-integration of those immigrants who did not pass successfully the final exam.

Target beneficiaries: The target group on the *Doctors programme* was 120 immigrant doctors (not including professionals from dental medicine, alternative medicine and veterinary medicine) working in Portugal in other professional areas (than medicine) and that born in countries with which Portugal does not have agreements for the automatic recognition of diplomas. In the *Nurses Programme* participated 59 immigrant nurses (in similar conditions to the doctors).

Period covered: The *programme for doctors* was implemented between June 2002 and December 2005. The *programme for nurses* was implemented from 2005 to June 2007.

Resources involved and source of funding: The Calouste Gulbenkian Foundation provided the financial support and it helped with: (1) cost of translation of the necessary documents for the recognition process; (2) payment of costs incurred with the payment of application fees; (3) payment of books; (4) scholarship of 500€ during the training period (maximum of 9 months); (5) registration costs in the professional

orders; (6) integration scholarship (maximum of 1000€); (7) Portuguese language courses with technical terms; (8) psychological support. The nurses' programme also gets finance support from the EQUAL programme.

Partnership: These programmes were promoted with a partnership between the Jesuit Refugee Service and the Calouste Gulbenkian Foundation. To implement the programmes other institutions were involved: Foreign and Border Service (to facilitate the renewal of visas), Ministry of Health (in order to integrate doctors and nurses in the health system), Professional Orders, Universities (Faculdade de Medicina de Lisboa, Faculdade de Medicina da Coimbra, Faculdade de Ciências Médicas da Universidade de Lisboa, Instituto de Ciências Bio-Médicas Abel Salazar, Faculdade de Medicina do Porto and Escola Superior de Enfermagem Francisco Gentil) and Hospitals (as possible employers).

3.17.9 Results achieved and impact (by outcome indicators)

One of the best ways to assess this project is to look at its success rate of the number of immigrants that participate in the programme and that are presently working in their profession (in the Portuguese healthcare system): 89% in the doctors' programme⁶⁵ and 76% in the nurses' programme⁶⁶. The Calouste Gulbenkian Foundation has also contracted the Coimbra University to undertake an evaluation of the project. This evaluation will assess in 5 years period the benefits for immigrants and for Portuguese healthcare system of these programmes.

3.17.10 Criteria for inclusion as a good practice

The goals of the project were achieved with success: the necessary conditions for the recognition of qualifications were created for this doctors and nurses that participated in the programmes, allowing a better and more successful social and professional integration. Furthermore it was guaranteed by this project a geographical dispersion of health professionals, contributing to reduce the regional imbalance in healthcare professionals in Portugal and the demand in certain areas of the country. As immigrants themselves these professionals also created an important input to the Portuguese healthcare system that have to respond to the new changes of a diverse society. Doctors and nurses that speak the language of the immigrant communities, function not only as providers of healthcare but also as socio-cultural mediators for the integration of immigrants in the Portuguese health system. The project with this two programmes – for doctors and nurses – is considered to be replicable since can enable countries to benefit from human capital of highly qualified professionals in areas where there is a known shortage of these workers. Furthermore this programme guarantees the coherent economic insertion of immigrants that are overqualified for the activities that are performing in the host' labour market.

⁶⁵ Data on the doctors programme: http://www.jrsportugal.pt/gami/Estatisticas_Medicos02-05.pdf

⁶⁶ Data on the nurses programme: http://www.jrsportugal.pt/enferm/enferm_estat.pdf

3.17.11 Contact details

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Jesuit Refugee Service

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Programme for doctors: <http://www.jrsportugal.pt/gami/papmi.asp>

Programme for Nurses: <http://www.jrsportugal.pt/enferm/enfermeir.asp>

and http://www.gulbenkian.org/english/com_armenias_fr.asp

3.17.12 Supplementary Best Practices:

ACIDI (Portugal) presented many best practices: taking into account the limitations of the editing, we quote only the main elements of the other best practices: if the case, the people interested to have more information about them, are requested to address directly to the referents below mentioned:

Housing

Resident Support Cabinet

Title: Support Service for the Inhabitants of the Municipality Neighbourhoods of Porches and Carvoeiro – Resident Support Cabinets.

Category: Housing

Type of measure: Regional Programme of Lagoa's Municipality

Geographical coverage: Local (Lagoa – Algarve)

Information on proponents, implementing agents: Housing Department of the Municipality of Lagoa (Algarve)

Aims and objectives of the practice: This programme aims to combine a social, patrimonial and financial management in order to combat and reduce factors associated to social exclusion and to promote interculturality and cohesion between different social groups, facing thus discrimination.

Brief narrative summary of the practice: Lagoa's Municipality in order to approach its services to the citizens and to support the most vulnerable populations, especially those closer to social exclusion, established, in July 2006, two protocols with two NGO's in order to create the Resident's Support Cabinet. These spaces are located in the neighbourhoods and provide an integrated answer to the social problems lived by these municipality's neighbourhoods, such as social and community intervention and promoting interculturality.

Contact details:

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Temporary Receiving House

Title: Project "Hélène de Chappotin – Temporary Receiving house

Category: Religious congregation's initiative

Type of measure: Housing

Geographical coverage: local (Oporto)

Information on proponents, implementing agents: This practice is implemented by The Portuguese Province of The Franciscans Institute of Mary's Missionaries, located in Oporto.

Aims and objectives of the practice: This House receives, temporarily, Eastern Europe countries' immigrants that are looking for job, legalization, housing or voluntary return.

Brief narrative summary of the practice: This project provides shelter for those who, in an early stage or during the migration process, face several needs, namely the need for housing and related services such as food, laundry services. Financial and medical support is also provided in cases where there's a total lack of support. This house is, therefore, a response to social exclusion situations, always stressing that it's a temporary service, obliging immigrants to try their integration or, when it isn't at all possible, to help them to return home voluntarily.

Contacts:

Portuguese Province of the Franciscans Institute of Mary's Missionaries

Rua Oliveira Monteiro, 231 – 2.º

Porto

Tel: +351 226 093 955

Shelter for Homeless Immigrants

Title: Pedro Arrupe Centre

Category: Housing

Type of measure: A NGO initiative with the support of governmental and non governmental organizations.

Geographical coverage: regional (Lisbon Metropolitan Area)

Information on proponent: Jesuit Refugee Service (see detail description of this organization in measure 2.2.2) is the main organization responsible for the centre functioning, having other partners: ACIDI I.P. (High Commissioner for Immigration and Intercultural Relations) Instituto da Segurança Social (Social Security Institute), Câmara Municipal de Lisboa (Lisbon City Town Council), Santa Casa da Misericórdia de Lisboa (Holy House of Mercy); St. Vincent of Paul Sisters and the Food Bank against Hunger.

Aims and objectives: To provide temporary shelter to immigrants in humanitarian emergency situation, in order to promote their integration, or re-integration in the Portuguese society or the voluntary return to their home country, accordingly with their life project.

*Brief narrative:*The Centre has the capacity for 25 persons, 18 places for men (9 bedrooms) and 7 places for women (3 rooms). It provides temporary shelter (approximately 4 months), food, Hygiene, transportation, social support and care, psychological support, juridical support, access to health, support and help in the search for jobs, Portuguese language classes and voluntary return. The centre works with a diverse clientele, related to several issues: health agreements, voluntary return, homeless people (with legal, work and health problems), victims of violence and former asylum seekers.

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Employment

FIC

Title of the practice: FIC – Formar, Integrar e Competir (Training, Integrating and Competing)

Category: employment

Type of measure/practice: company initiative

Geographical coverage: Districts from the North and Center of Portugal (Oporto, Braga, Amarante, Coimbra, Santo Tirso, Marinha Grande, Torre de Moncorvo, Bragança, Pombal, Covilhã, Lamego, Guarda, Viseu, Aveiro, Felgueiras, Vila Nova de Gaia, Leiria, Santa Maria da Feira e Maia).

*Information on proponents, implementing agents:*This project is promoted by a management consulting and vocational training company – Walkers Consultores, Lda., which is associated to the EGOR Group – People & Businesses.

*Aims and objectives of the practice:*FIC is a pioneer project in Portugal that aims at reinforcing enterprise competitiveness through integration of Eastern European workers.

The main objectives of the measure are:

- To develop Eastern European immigrants' language skills, enabling them to communicate in Portuguese;
- To provide citizenship training, facilitating the necessary adaptation to the Portuguese society and culture and, subsequently, contributing to immigrant integration;
- To potentiate technical and professional knowledge of the participants by facilitating communication with their interlocutors (supervisors, colleagues, managers, etc.);
- To provide enterprises and host institutions with technically qualified work-force, with validated competencies and in the desired amount;
- To contribute to the resolution of serious social exclusion problems (namely maladjustment, unlawful status and dependence), related to lack of information regarding possible solutions;

- To integrate efforts through a network of strategic and operational partnerships so as to fully achieve the goals that have been established;
- To contribute to the resolution of problems among specific professional groups, namely teachers, which may, in this sense, come to find a temporary solution for their unemployment.

*Brief narrative summary of the practice profile:*FIC arose from the idea of transforming the immigrants' human capital into an asset, by promoting the use of the technical skills of those workers in Portuguese enterprises. The promoter of this project believes that immigrants (with different expertises, skills and professional experiences than Portuguese workers) can have a fundamental role in the stimulation of the competitiveness of Portuguese Economy in general.

FIC puts forward measures and lines of action which essentially aim at:

- Rendering Eastern European immigrants communication-competent as well as socially and professionally integrated (Portuguese language and citizenship);
- Identifying and certifying real technical and professional competencies;
- Raise awareness of the demands and advantages of multicultural management;
- Creating an employment market specifically for this target public and making it available to companies.

Fig. n.26: Training, Integrating and Competing

Measure Addressees	Measure 1	Measure 2	Measure 3
Eastern European immigrants living and working in Portugal	<p>Portuguese and Citizenship Training:</p> <ul style="list-style-type: none"> - Initiation (50H) - Development (50H) - Consolidation (50H) 		<ul style="list-style-type: none"> - Formal recognition of linguistic competence in Portuguese (as second language); - Formal recognition as technically competent; - Redirection towards new possibilities: Improved employability; Vocational conversion; Self-employment; Other training and professional situations; Redirection towards social support structures.
Entrepreneurs Managers Officials Gestores Chefias		<ul style="list-style-type: none"> - Short term actions in the scope of Raising Awareness to Oriented Organizational Integration; - Thematic seminars; - Formative encounters and experience sharing; - FIC Project Reflection Day. 	

Contact details

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www.fic-portugal.com

Sanitary field

AJPAS

Title of the practice: Community Intervention in the Casal da Mira Neighbourhood – AJPAS

Category: Sanitary field

Type of measure/practice: An Immigrants' Association initiative

Geographical coverage: Local Geographical coverage: Casal da Mira is a neighbourhood that belongs to Brandoa Parish, located in the municipality of Amadora (within the Metropolitan area of Lisbon).

Information on proponents, implementing agents: AJPAS – Associação de Jovens Promotores da Amadora Saudável (Association of Youngsters Promoting a Healthy Amadora) is a NGO founded in 1993. It was recognized by the municipality of Amadora as a Public Utility Institution in 1999 and as a immigrant's Association by the High Commissioner for Immigration and Ethnic Minorities in 2002. Located in Amadora, AJPAS undertake activities in Public Health and Social Field areas.

Aims and objectives of the practice: The practice aims to intervene in the areas of maternal healthcare provision, family planning, child health and health promotion; to implement information/awareness campaigns and distribute culturally adapted information materials and condoms; to create a sexual and reproductive consultation targeted at young people. The objectives are: 1) to increase the access of the population to the health services; 2) to diagnose social problems and forward them to the competent authorities; 3) to create a youth group with the adequate tools to disseminate good practices in the health field; 4) to build a platform, supported by a network of partners; 5) to raise the rates of provision of maternal care health services, family planning and immunization to the levels established by the health authorities; 6) To build a group of young socio-cultural mediators to interact with their peers and with the general population; 7) To create a group of youngsters promoting health in the field of HIV/aids; 8) to create a sexual and reproductive health consultation targeted at young people.

Brief narrative summary of the practice profile: This practice involves a multidisciplinary team that, in a mobile unit, does out-reach work in the neighbourhood. It provides health services, always linking them to the National Health Service, referring cases to the adequate services (social support). It provides, also, a sexual and reproductive health consultation for youngster who are active partners in this project, with a group of volunteers that work among their peers in health promotion such as HIV/aids prevention.

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Hidden Oporto

Title: "Hidden Oporto"

Category: Sanitary field

Type of measure/practice: NGO's initiative

Geographical coverage: Regional (Metropolitan Area of Oporto – in the North of Portugal)

Information on proponents, implementing agents: This project belongs to the NGO, Doctors of the World (Médicos do Mundo), that belongs to the European network of the Médecins du Monde.

Aims and objectives of the practice: This project aims to increase its beneficiaries' social inclusion.

Brief narrative summary of the practice profile: This project combines a mobile unit and a support centre where immigrants are provided sanitary and psychosocial support.

Contacts

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Social participation and security

Technical Support Office for Immigrant Associations (GATAI)

Title of the practice profile: Technical Support Office for Immigrant Associations (GATAI)

Category: Social participation and security

Type of measure/practice: Government policy or programme

Geographical coverage: National scope (Portugal)

Information on proponents, implementing agents: The Technical Support Office for Immigrant Associations falls under the responsibility of the High Commission for Immigration and Intercultural Dialogue (ACIDI, IP). The cabinet is managed by a multidisciplinary team gathering experts with relevant experience in the social and juridical field.

Aims and objectives of the practice: To provide financial and technical support specifically to migrant NGOs in order to strength their capacity not only to promote their own initiatives but also to encourage their participation in national discussion forums on policy development around migration.

Brief narrative summary of the practice profile: Our actions are oriented around concrete areas linked with different aspects of the immigrant's association's life. A key component of our work is the supply of technical and financial support for Immigrant Associations, which allow the NGOs to accomplish different activities inside the community where they are integrated. Training opportunities for community leaders and NGOs members is a growing area inside the cabinet, looking for opportunities where trainees can build capacity and work on skills development in this field.

The Immigrants' NGOs can only access the financial support after completing a recognition process where they must show evidences of their work within the community they are representing (in order to validate their mandate) and the region they are located. A specific accompaniment is provided to those organisations willing to benefit from this recognition. Within of the High Commission for Immigration and Intercultural Dialogue the role of Immigrant NGOs is seen as a privileged partner regarding activities promotion and implementation. In regions less covered by immigrant association, periodically some discussion forums are organised in partnership with local institutions in order to discuss and highlight the added value of constituting an NGO, especially regarding promotion of rights and integration in the Portuguese society. Other aim is to promote a positive image of immigrants' associations within the Portuguese society, showing their work and their contribution to social cohesion.

Contact details

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Website: <http://www.acidi.gov.pt/>

GRACE - A social responsible companies'group

Title: GRACE – A social responsible companies'group

Category: social participation

Type of measure/practice: a private initiative, integrating a group of companies with social responsibility concerns.

Geographical coverage: National

*Information on proponents, implementing agents:*GRACE was born of a group of companies with social responsibility concerns, aiming to disclosure best practices in socially responsibility management. It's the first non-profitable association in Portugal devoted to the companies' social responsibility.

*Aims and objectives:*GRACE aims to promote the concept of citizenship and entrepreneurship social responsibility, as well as to build and share good practices in this area. It major objective is to promote the companies participation in the social contexts/communities there are inserted in.

Brief narrative summary: In it intervention, GRACE has promoted several projects on social responsibility, integrating companies with relevant intervention in this area. Immigrants and other vulnerable populations are one of the groups target in social responsibility.

Contact details

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Website: <http://www.grace.pt/novo/default.htm>

Family life, gender equity, prevention of honour-related violence

Project "To be a Women"

Title: PROGRIDE – Programme for Inclusion and Development – Project "To be a woman"

Category: Family Life, Gender equity, Prevention of honour-related violence

Type of measure: a NGO initiative

Geographical coverage: Local (Lisbon area)

*Information on proponents, implementing agents:*Women against Violence Association is a NGO, unprofitable, whose mission is to question and defy attitudes, beliefs and cultural patterns that perpetuate

and maintain violence against Women, Children and Young People. The projects has other partners, namely Association for Research and Psychosocial integration; Social Solidarity Institute; Immigrant Solidarity, Immigrants' Defence Association among others organizations.

*Aims and objectives of the practice:*The project "To be a woman"empowers adult and young women, domestic violence survivors, through their socio-professional integration.

*Brief narrative summary:*The project "To be a woman" is the result of a reflexion centred on adult and young women domestic violence survivors, upon with the association made a need assessment. One of the main needs the target group faces is linked in the labour market insertion and is related, for instance, to children integration in social equipments or incompatibility between working hours and schools functioning.The project, with the duration of 4 years (2006-2010), aims to insert around 200 adult and young women, empowering them through socio-professional integration, providing, as mentioned earlier training, but also juridical information, Self-Help Groups, individual and group support, support in the search for jobs, volunteering in Civil Society Associations.

Contacts:

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Support Unit for Immigrant and racial discrimination or ethnic victims

Title: UAVIDRE – Support Unit for Immigrant and racial discrimination or ethnic victims

Category: Family life, gender equity, honoured-based violence

Type of measure: a NGO initiative, resulting from a protocol established by the Portuguese Assocoyion for Victim Support and ACIDI I.P.

Geographical coverage: national

*Information on proponents, implementing agents:*This Support Unit is managed by a NGO with a very rich work done with victims of violence, especially women. It's financed by the High Commissioner for Immigration and Intercultural Relations, through a protocol established between the two organizations.

*Aims and objectives of the practice:*To give juridical, psychological support and social referral, in confidential and free of charge way, to immigrants victim of crime and/or racial discrimination.

*Brief narrative summary:*This Support Unit integrates a global strategy for the promotion of immigrants' rights in Portugal and a constant needs assessment on their integration status. It main objective is to give support to victims of racial or ethnic discrimination.

It provides, in personal, qualified, free of charge and confidential way, emotional, juridical, social and daily basis support to immigrants victims of crimes and of racial or ethnic discrimination. It's located in Lisbon but is national wide, with a team that integrates a lawyer and one psychologist that assure attendance in English, French, Spanish and Russian.

In it website (<http://www.apav.pt/uavidre.html>) is possible to make a discrimination complaint.

Contacts

APAV – Portuguese Association for Victim Support

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Identity and cultural reorientation

TV Programme “Us”

Title of the practice: TV programme “Us”(Programa Nós)

Category: Identity and Cultural reorientation

Type of measure/practice: a governmental initiative

Geographical coverage: National

Information on proponents, implementing agents:“Us”is a TV magazine result from a protocol signed by the High Commissioner of Immigrations and Intercultural Relations, the governmental organization responsible to create the conditions for immigrants’ effective integration, and the Public Television.

*Aims and objectives of the practice:*The name of the weekly TV magazine “Us”reflects clearly it aims: to promote a plural society, with no exclusions, with an inclusive and intercultural “us”. The programme objectives are to promote the dialogue between the different communities that are established or live in Portugal; to inform about the more relevant issues/events on immigration and to provide the more practical and relevant information for the immigrants.

Brief narrative summary of the practice profile:“Us”Programme is exhibited every Monday, from 10H00 to 11H00, in the Public Television Channel 2, and is repeated daily, in 5 modules of 20 minutes each, from Monday to Friday, from 6H00 to 6H20, in the Public Television Channel 1.As a bridge to the civil society, “Us”programme has made several pieces with immigrants’ associations, interviewed key persons in the immigration field and disclosed important information for immigrants. Fulfilling its mission to promote immigrants’ full integration, “Us”programme has produced several pieces approaching the different cultures through their music, food, culture and, mainly, through the life stories of those immigrants that have chosen Portugal to live, and of those who show how to integrate them.

Contact details

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Project - Communities’ Meeting

Title: Communities’ Meeting (Encontro das Comunidades)

Category: Identity and cultural reorientation

Type of measure: a Foundation initiative (Municipal institution)

Geographical coverage: Local (O’Porto region)

*Information on proponents, implementing agents:*The practice was implemented by The Foundation for O’Porto Social Development, a structure that belongs to O’Porto City Town Council, aiming to improve social

responses in the city, to capture resources for the towns inhabitants' benefit and managing the collaboration of public and private solidarity organizations.

Aims and objectives of the practice: This practice aims to promote cultural diversity, and as the following objectives: to value and promote the cultural diversity within O'Porto city; to give an answer to the several immigrant communities' needs; to reinforce intra and inter-associative relations.

Brief narrative summary of the practice profile: It was a socio-cultural and informative activity that involved foreign and national citizens, in a meeting where culture and food were the main courses. The First Communities' Meeting took place in September 2005, in Rosa Mota Pavilion, in O'Porto, and was preceded by a Conference under the Theme "Multicultural Oporto". The meeting had a products display and selling, with each community preparing their specific food, and providing socio cultural animation, with music and dances of the world.

Contact Details

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Human Rights, processes of empowerment

Commission for Equality and Against Racial Discrimination

Title: CICDR (Commission for Equality and Against Racial Discrimination)

Category: Human Rights, processes of empowerment

Type of measure: Government programme

Geographical coverage: national

Information on proponents: The practice was created by the High Commissioner for Immigration and Intercultural Relations (ACIDI, I.P.).

Aims and objectives of the practice: The Commission for Equality and Against Racial Discrimination is an independent Commission, specialized in the fight against racial discrimination, acting near the High Commissioner for Immigration and Intercultural Relations.

The objectives are:

- To gather all information related to discrimination acts;
- To produce, through its Permanent Commission, statements related to sanctions to be applied by the High Commissioner following files presented due to discrimination acts;
- To recommend the suitable measures in order to prevent discriminations;
- To promote research on discrimination;
- To disclose, through all means available, proven cases of law violation
- To produce and disclose an annual report on the state of the art on equality and racial discrimination in Portugal.

*Brief narrative of the practice profile:*The Commission for Equality receives complaints on racial or xenophobic acts/attitudes and, accordingly with its competences, mediates the process between the alleged victim and the offender, and, when this fails, produces a file against the offender. It gives also information on racism and discrimination, and how it can be proven. It has a website where people can make the complaint, by downloading the form and sending them to the High Commissioner Office, allowing organizations that represent migrants to present it, since, very frequently, victims can't complain due to possible future persecutions.

Contact details:

Contact Person:

Duarte Mendes

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3.18 COMUNITÀ OASI 2 SAN FRANCESCO, MICAELA ASSOCIATION, GIRAFFAH ASSOCIATION, C.A.P.S SOCIAL CO-OP (Apulia, Italy)

3.18.1 Title of the practice profile

Le Città Invisibili [Invisible Cities]

Reception Interventions in favor of persons victim of trafficking and sexual and/or labour exploitation

3.18.2 Category:

Housing, Education, Employment, Sanitary field, Human Rights, processes of empowerment

3.18.3 Type of measure/practice:

Government policy or programme, National legal framework, NGOs initiatives

3.18.4 Geographical coverage:

Whole Regional Territory, with particular focus on the Provinces of Foggia, Bari and Taranto

3.18.5 Information on proponents, implementing agents:

Proponent: Regione Puglia - Solidarity Department

Implementing bodies: Comunità Oasi 2 San Francesco, Micaela Association, Giraffah Association, C.a.p.s social co-op

3.18.6 Aims and objectives of the practice:

Offer reception for men and women victim of trafficking or sexual and/or labour exploitation

Provide shelter and support to vulnerable categories

Ease a personal and autonomous inclusion project

Encourage acquisition of knowledge and tools in view of an effective social inclusion

Develop process of introduction to work-like and scholar environment

Tip over the life style of persons still victim of such actions

Encourage a process of regularization according to the national law

3.18.7 Brief narrative summary of the practice profile:

“Le Città Invisibili”[Invisible Cities] aims at declining the word reception as a social and cultural project through the care and support of women and men who victims of trafficking or adverse working conditions have found in Puglia an hostile environment. Fighting against exploitation of illegal migrant workers falls within policy interventions aiming at recognizing a sound respect of human rights and providing dignified life conditions, which every human being is entitled of.

Relying on the experiences and the long record acquired in activities in favor of migrants by those bodies involved in the project’s implementation and enhancing, therefore, the network structure, the overall idea is to provide vulnerable categories of persons with shelter, legal, health and social counseling, job orientation, to train cultural mediators/intermediaries and to make help and need demand come to light by an outstretched presence of “drop in centres”[offering services aiming at satisfying basic needs], info points and outreach units [unità di strada].

3.18.8 Description of the practice/measure:

Activities, processes and steps involved: Reception and assistance programmes, Outcrop of help demand through temporary reception houses, drop in centres, street units and info points, Training of persons interacting with the beneficiaries, information campaigns, research.

Target beneficiaries: Newly-UE and extra-UE migrants, mainly seasonal farm hand

Period covered : December 2006 – December 2007

Resources involved and source of funding :161.850 euro [32.250 regional budget, the rest is national funding]

Legislative basis, if any:Art 13 L.228/2003, 11 August 2003

Partnerships:Regional and local authorities, Associations, NGO, ONLUS

Main inputs: Oscillating number of accommodations' beneficiaries [max 32],Increase of assistance and individualized programmes [expected up to 250],Improvement of housing and reception conditions,raise of help demand [1000 requests],Better information on victims' rights and consequent access.

3.18.10 Results achieved and impact

Final results not yet available.Current situation counts a number of delivered accommodations roughly close to half of the amount foreseen, and an increasing number of individualized programmes.

3.18.11 Criteria for inclusion as a good practice:

Rights-based approach:_The overall impact is to offer persons victim of trafficking and exploitation more than a simple dormitory place to recover: actions of this project lead to individualized assistance programmes.

Innovativeness:This project implements comprehensive actions aiming at the emersion of help need by emphasizing existing networks and operating in areas and situations where exploitation of migrants is under the criminality control.

Broadly base and participatory:Regional and local authorities, associations and NGO work together towards the protection of a wide range of migrants.

Sustainability:As for the beneficiaries, durable results are expected as for the fulfillment of the process leading towards a as much as possible thorough social inclusion.Financially speaking, though, the project can not exist without drawing on other resources, them being regional, national or communitarian.

3.19 SAMAH (Holland)

3.19.1 Title of the practice profile

Think Peer

3.19.2 Category :

Human Rights, processes of empowerment

3.19.3 Type of measure/practice:

NGOs initiatives

3.19.4 Geographical coverage:

Holland (especially the main cities)

3.19.5 Information on proponents, implementing agents:

Samah, is an Association for unaccompanied minors, based in Amsterdam. This small volunteer-involving organisation was set up in 1999 and is an independent association under the wings of Humanitas. It is the project LEADER, responsible for the development and implementation of the Buddy project and the project management. The project LEADER advises and supports the centre of asylum seekers and other organisations, which want to develop a buddy, project. Also the internal and external communication, developing new trainings for the Buddies and participate in the networks are the main tasks of project LEADER. SAMAH is the only organisation in the Netherlands, which has specifically set up a buddy project for young single asylum seekers.

The project Assistant: Planning of interviews and conversations with asylum seekers and the volunteers, accompanying and supporting the buddies and young asylum seekers, organising rural and regional buddy meetings and the organisation of the SAMAH café belongs to the tasks of the project assistant.

The Executive Board: supporting the project team at the project development, reports, monitoring & evaluation and budget management.

3.19.6 Aims and objectives of the practice:

Young single asylum seekers who need contact with Dutch contemporaries and participation in the society will be coupled to young volunteers (Buddies). The project increased the social life and social network of young single asylum seekers and help them participate in the society.

3.19.7 Brief Narrative summary of practice:

SAMAH has developed several Buddy projects for young asylum seekers in the last years. The most recent project calls 'Think Peer', which was developed in association with the national Youth Council. Results of previous years show clearly that the young asylum seeker profits much from the contact with Dutch Buddies. The contacts between Dutch young people and young asylum seekers broaden the both experiences, increased the independency of young asylum seekers and help them to come out of isolation. By coupling young asylum seekers to the buddies which they really need they can be socially active and

increase their social network. Also a Buddy ensures a better control of the Dutch language and the contact gives the possibility to the young asylum seekers to experience the Dutch society and culture.

3.19.8 Description of the practice/measure:

3.19.8.1 Activities, processes and steps involved:

SAMAH will organise meetings on several locations in Nederland. Young asylum seekers and new volunteers are able to meet each other over there. Moreover the buddies can meet each other and exchange experiences. The young asylum seekers will be informed about local activities and workshops by SAMAH. Young asylum seekers and young volunteers (18 years or older) who live in the big cities (Amsterdam, Rotterdam, Utrecht or The Hague) are invited on fixed days and times to a bar to meet each other. This activity helps young people to know more about the Dutch society and culture. For example they can enjoy a football game on TV and discuss the game with other guests. So hopefully dare the young asylum seekers also go on their own to the bar to meet other people for talking or playing games. The Buddies will get professional accompaniment and education from SAMAH. Important items are intercultural communication, behaviour in other cultures and religions, handle young asylum seekers and their background.

3.19.8.2 Target beneficiaries:

- Young single asylum seekers between the 15-25 years
- Young single asylum seekers with social and mental problems
- Teenager mothers and young girls in the group young asylum seekers

3.19.8.3 Period covered:

The project Think Pear has been successfully wound up in April 2007. In a period of less than two years SAMAH has coupled 98 young asylum seekers to Dutch buddies. But unfortunately still a lot of young asylum seekers ask for a buddy. From the developments and the indicators from our work, we see that young asylum seekers are always more often in loneliness and an isolated position and later become in social-mental problems.

For this reason we decided to re-start the project with a renewing treatment.

3.19.8.4 Resources involved and source of funding:

SAMAH has no own resources and receives no financing support of the government we ask contribution to financial at benevolence funds in the Netherlands. For this reason we cannot start with the project before required financing is received.

3.19.8.5 Partnerships:

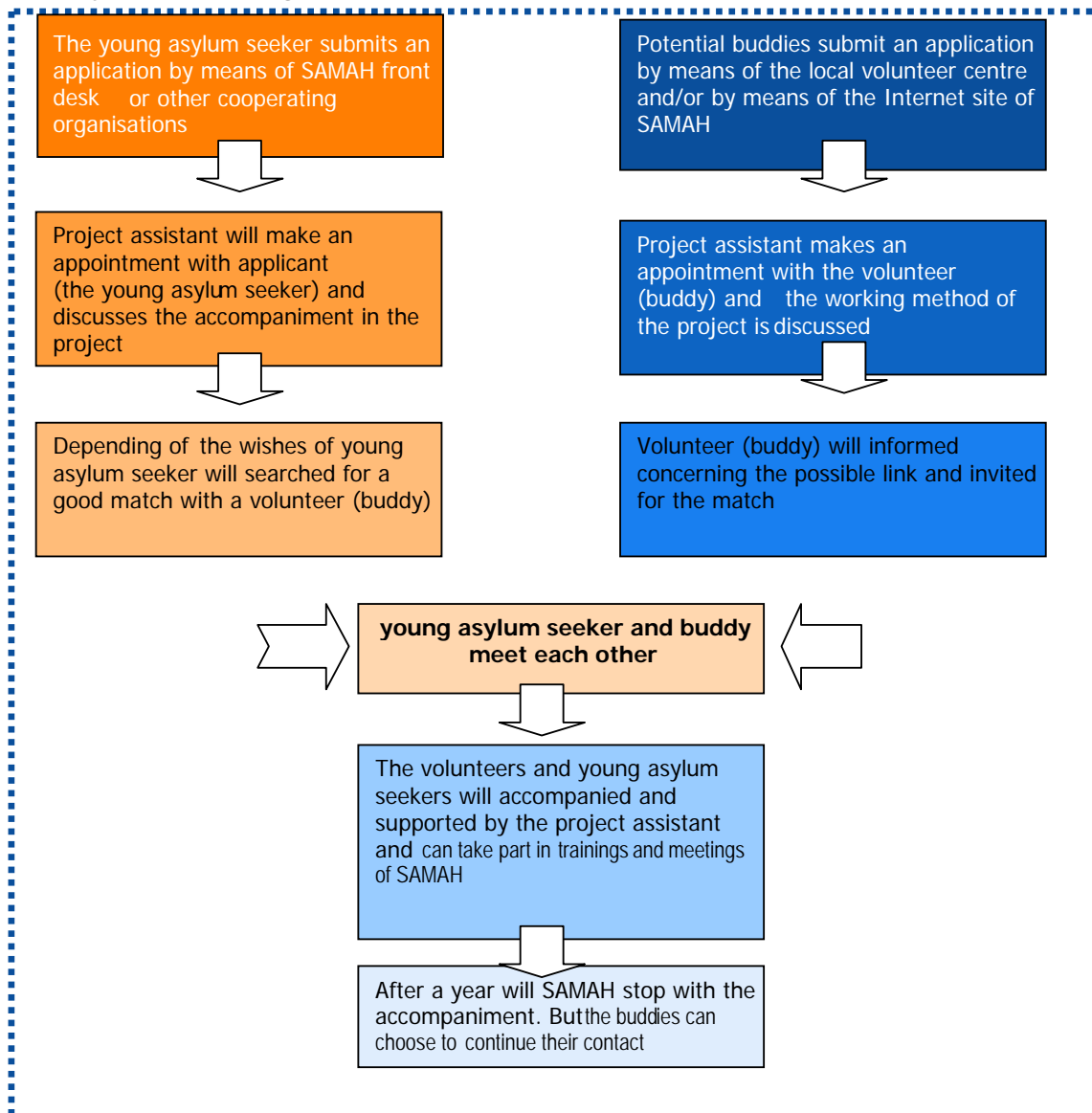
During the up coming 3 years, SAMAH will cooperate with several organisations which are specialised in refugee policy, youth - and young people policy, local volunteer organisation and the organisations which are interested in exchange of knowledge and experience. Also we will work closely together with other buddy projects in the country to help the target group more efficiently.

3.19.9 Results achieved and impact (by outcome indicators)

The expected results for coming 3 years are:

- SAMAH will support the developing and implementation of buddy projects in the centre for asylum seekers
- With our new treatment we expect 150 links in 4 large cities for coming 3 years.
- Rurally we want to make 150 links in 9 centres for asylum seekers.

Fig. n.27: Project functioning



SAMAH wants to cooperate more with organisations, which are specialised about asylum seekers and refugees. We believe cooperation with these organisations will promote the quality development of the Buddy projects in Holland.

3.19.10 Criteria for inclusion as a good practice:

What can one learn from this project? SAMAH is the only organisation in the Netherlands stimulating self-organisation and participation of third country national unaccompanied minors. Its dual approach to help young refugees to integrate into society by volunteering and at the same time offer support and perspectives in case of removal helps to empower the young people who live under greatest difficulties with the ambiguity of not belonging anywhere. A handbook that gives volunteer-involving organisations advice on how to recruit unaccompanied minors is available from the organisation. SAMAH received various awards for its good work, i.e. the volunteer-involving sports project and pathways into labour.

3.19.11 Contact details:

SAMAH

C/o Landelijk Bureau Humanitas

P.O.Box 71

1000 AB Amsterdam

Telefoon: + 31-20 - 523 11 00

Fax: + 31-020 - 622 73 67

Web Site: www.samah.nl

3.20 CITY OF ELX (*Alicante, Spain*)

3.20.1 Title of the practice profile:

Partnership and spaces for participation and dialogue of immigrants in the City of Elx.

3.20.2 Category :

Social participation and security.

3.20.3 Type of measure/practice:

- Government policy or programme.

- Associations of Immigrants programmes or initiative.
- Trade Union programmes or initiative.
- NGOs initiatives.

3.20.4 Geographical coverage:

City of Elx (Alicante, Spain).

3.20.5 Information on proponents, implementing agents:

- Department of Cooperation and Immigration of Elx City Council. This department is responsible for Cooperation, Development and Immigration issues.
- Municipal Council for Immigrants Integration. Consultative Body of democratic participation made up of all representative social agents of social, economic and cultural activity that are able to encourage the integration and intercultural cohabitation in the city.
- Immigrants Associations. They represent the different immigrant communities of the city: Colombian Immigrants Association of Elx, Immigrants Association of Mali, Eloy Alfaro Association (Ecuadoran) and WFAE Association.
- Residents' Federation. It is the institution that brings together the residents' associations of the city.
- University Miguel Hernández of Elx.
- Trade Unions. The main trade unions take part, UGT and CCOO.
- NGOs: Caritas, Cruz Roja and Elx Acoge.

3.20.6 Aims and objectives of the practice:

To encourage the partnership as a basic tool of civic participation and defence of immigrants' interests and to provide participation spaces.

3.20.7 Brief narrative summary of the practice profile:

Elx City Council, from its Department of Cooperation and Immigration, proposes the partnership as the most important tool for integration, for defence of different immigrant communities' interests and for civic participation. In that sense, the Department of Cooperation and Immigration has an Intercultural Social Mediation Service responsible for offering advice as regards partnership. The immigrant associations table and the committees of Participatory Action Research Project are the channels of immigrant participation in the social life of the city.

3.20.8 Description of the practice/measure:

3.20.8.1 Activities, processes and steps involved:

The advice service for partnership offers the following services: how to create an association, how to design a project, how to prepare a study of needs, etc. The negotiating table of immigrants, made up of immigrants associations and intercultural mediators, discusses and designs which are the spheres of activity and strategies in favour of integration, initiatives that will be submitted to the Municipal Council for Immigrant Integration. The Participatory Action Research Project is the result of an agreement between the Department of Cooperation and Immigration of Elx City Council and the University Miguel Hernández of Elx. It sets up several work committees for contributing to the cohabitation process and social inclusion in each district. All the social agents take part in this Project and moreover, it provides a space for immigrants' participation.

3.20.8.2 Target beneficiaries:

Immigrants and their associations.

3.20.8.3 Period covered:

Permanent.

3.20.8.4 Resources involved and source of funding:

Resources: Elx City Council provides the necessary resources for the development and working of:

- The Intercultural Social Mediation Service of the Department of Cooperation and Immigration of Elx City Council.
- The Municipal Council for Immigrant's Integration.

3.20.8.5 Source of funding:

- Annual grant from Elx City Council for immigrant associations.
- Different administrations aids to carry out actions.

3.20.8.6 Partnerships:

Elx City Council, Migrant and community groups, NGOs.

3.20.8.7 Legislative basis, if any:

Organic Regulation of Municipal Council for Social Integration of Immigrants (BOP Alicante nº 258, 11/11/2002).

3.20.8.8 Main outputs:

- Support of partnership, increase of immigrant associations' number in the city of Elx.
- Participation of immigrant associations in the social forums and in the activities developed in the city.

3.20.9 Results achieved and impact (by outcome indicators):

Results related to year 2007:

- The advice service for partnership has solved ten enquiries about creation of associations and presentation of projects for grant calls.
- Immigrant Associations Table agreement on collaboration with the Residents' Federation of Elx to organize the Resident Day and to jointly implement an information, capture and sensitizing campaign.
- Within the framework of Participatory Action Research Project, meetings of Social and Employment Committees have been taken place and they have agreed:
 - Social Committee: to organize a residents' meeting and a women's meeting, to publish a local newspaper every two months, and to carry out local routes (thematic guided visits to the city districts).
 - Employment Committee: employment assembly for foreign workers to give guidance on labour inclusion, to provide information leaflets on training resources and to include a immigration module in the training courses of the Regional Administration.

3.20.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

Rights-based approach. The good practice fulfils this criterion, based on the right to freedom of association included in the Declaration on Fundamental Principles and Rights at Work and its Follow-up (ILO) and the Universal Declaration of Human Rights (UN).

Potential for replication and extension (adaptability). The creation of an advice service to form associations and the methodology of Participatory Action Research are easily transferable experiences to local governments.

Transparency. There is a high level of transparency, because of the fact that the immigrant associations and other social agents are the ones who make the policies and civic participation is a way of direct democracy.

Broadly base and participatory. This practice includes several agents of local social reality and promotes immigrants participation in public life through the creation of associations.

3.20.11 Contact details:

Department of Cooperation and Immigration of Elx City Council

Tel: 34 96 665 80 60 – Fax: 34 96 543 64 44

E-mail: cooperacion.inmigracion@ayto-elche.es

Web: www.elxsolidaria.com

3.21 CITY OF VILLENA (*Spain*)

3.21.1 Title of the practice profile:

Immigrants Villena 2007.

3.21.2 Category:

Education, Employment, Sanitary field, Social participation and security.

3.21.3 Type of measure/practice:

Government policy or programme.

3.21.4 Geographical coverage:

Villena, Biar, Cañada, Benejama y Campo de Mirra (Alicante, Spain).

3.21.5 Information on proponents, implementing agents:

- Villena City Council. Villena is a city situated in the province of Alicante (Spain), that nowadays has a rate of immigrant population of 6%, mainly from South America, Africa, Asia and East countries. The City Council has approved an Immigration Integration Plan for the period 2005-2008.
- Local Assembly Cruz Roja Villena. Territorial Assembly of NGO, Cruz Roja, made up of the volunteers activities developed in this area of Alicante.

3.21.6 Aims and objectives of the practice:

General objective: To improve the quality of life of the programme participants, giving priority to those who are in risk situation and/or social exclusion.

Specific objectives:

- To provide information, guidance and advice to the programme users about the different social resources in the town and the community.
- To provide the cover to the basic needs of the programme users faced with emergency situations.
- To promote the internal abilities of the users strengthening those less developed.
- To make easier the access of the programme users to public health service.
- To increase the involvement and the social networks of the programme users.
- To strengthen the participating voluntary work in the programme.
- To facilitate the family release of the programme users in order to favour their social and labour integration.

3.21.7 Brief narrative summary of the practice profile:

The City Council of Villena, through Cruz Roja of this town, makes activities and renders certain services directed to integration of immigrant people in the social, economic and cultural life of the city. The purpose is to offer a comprehensive attention to the group of immigrants that favours its integration in equality of conditions that the rest of citizens.

3.21.8 Description of the practice/measure:

3.21.8.1 Activities, processes and steps involved:

1. Information, Guidance and Advice Service: to inform, guide and advice about the different existing social resources in the town/community.
2. Accompaniment and Business Service: to contribute to know the location of the different services and institutions, public and private, placed in the town.
3. Emergency Aids: to provide the cover to the basic needs of the programme users.
4. Legal Advice: to give the necessary information and advice in relation to immigrant documents and regularization, and to process the appropriate applications.
5. Health and Social Care Service: to guarantee the coverage of health care to all resident immigrants in the towns where the programme is developed.
6. Spanish Language Workshop: to increase the linguistic autonomy of the immigrants involved in the programme.
7. Labour Training and Guidance: to provide basic knowledge for facilitating the access to labour market to the service's users.
8. Leisure Activities for Children: to offer a leisure and cohabitation space to youngest immigrants, supporting them in their growth process and social integration.
9. Family Release: to provide a family release service to parents with minors in their care, giving priority to those who are in social disadvantage situation.
10. "HIV Prevention" Workshop: to offer the necessary information to the involved women about the HIV virus and other sexually transmitted diseases.

11. Gastronomic Workshop: to make an exchange between the different gastronomic cultures and to organize a meeting and cohabitation day with the involved immigrants.
12. "Knowledge of the Environment" Workshop: to organize a cultural route in the town for participants know closer the cultural and historical heritage of the city where they live and the Spanish culture in general.
13. Intercultural Days: to organize different activities for promoting the cultural exchange between the participants and for creating a meeting space for them.
14. Sensitising in Educational Centres: to provide information about immigration phenomenon to schoolchild.
15. Volunteer Training Course: to retrain the training of the participating volunteers for updating their knowledge and for guiding them to answer the new requests of the immigrant group.

3.21.8.2 Target beneficiaries:

Immigrant population.

3.21.8.3 Period covered:

2007.

3.21.8.4 Resources involved and source of funding:

3.21.8.4.1 Infrastructure:

- Two Cruz Roja Installations.
- Social Centre José Hernández Parra.
- Youth Centre of Biar.
- Countryside Fair Installations.
- Culture House of Biar.

3.21.8.4.2 Material resources:

Sheets, photocopies, printers, computers, folders, leaflets and other material resources necessary to develop the planned activities.

3.21.8.4.3 Human resources:

- 12 volunteers.
- 1 social worker.

3.21.8.4.4 Funding

- Total project cost: € 26.049,15.
- Requested amount to Employment and Social Affairs Ministry: € 5.029,06.
- Self contribution: € 2.285,09.

- Other funding sources: European Union, € 2.705; Health Regional Government, € 810; Villena City Council and Biar City Council, € 15.220.

3.21.8.5 Partnerships (e.g. inter-ministerial, social partners, migrant and community groups, NGOs, etc.):

- Villena City Council.
- Biar City Council.
- Cruz Roja.

3.21.8.6 Legislative basis:

Law 7/85 April 2nd, Regulator of Local Rules Basis: Article 85. This article regulates the indirect management of certain services that are competence of the city councils.

3.21.8.7 Main outputs:

- Comprehensive attention to immigrant group.
- Sensitizing of native population.

3.21.9 Results achieved and impact (by outcome indicators):

The used indicators to measure the achievement degree of the specific objectives are:

- To increase the knowledge of the different existing social resources in the town by 60%.
- To achieve by 65% the cover for basic needs of the programme users.
- To obtain an increase of participation and social networks by 10%.
- To guarantee the access to health public service by 5%.
- To increase the training of the volunteers by 25%.
- To contribute to the inclusion to labour market by 5%.
- To achieve that 20% of users strengthen their internal abilities.

Planned users of the services:

- Number of direct users: 400.
- Number of indirect users: 1.200.

3.21.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted:

Rights-based approach. The good practice fulfils this criterion, based on the principle of equal rights included in the article 1 of Universal Declaration of Human Rights (UN).

Potential for replication and extension (adaptability). The creation of a comprehensive attention service to immigrant group is an easily transferable experience to local governments.

3.21.11 Contact details:

Cruz Roja

Local Assembly Villena

Tel.: 34 96 580 05 48 – Fax: 34 96 580 88 43

E-mail: villeasocial.alicante@cuzroja.es

Villena City Council Web: www.villena.es

Immigration Integration Plan of Villena: intercultural.villena.es

3.22 VALENCIAN MINISTRY OF ECONOMY, FINANCE AND EMPLOYMENT (Spain)

3.22.1 Title of the practice profile:

IMGENIO Project

3.22.2 In general selected practices will fall under the categories described:

Employment, Human Rights, processes of empowerment.

3.22.3 Type of measure/practice:

European project co-financed by the European Commission (EQUAL Programme)

3.22.4 Geographical coverage

Region of Valencia (Spain) which is comprised of three provinces: Castellón, Valencia and Alicante.

3.22.5 Information on proponents, implementing agents:

Valencian Ministry of Economy, Finance and Employment

3.22.6 Aims and objectives of the practice

To find solutions to the problematic detected in the territories of the *Mancomunidades* ("Municipal consortium") of Baronía and Camp del Turia, with regard to provide with equal employment opportunities to immigrants.

3.22.7 Brief narrative summary of the practice profile:

This project will try to find solutions to the problematic caused by the inequalities detected in the territories of the *Mancomunidades* of Baronía and Camp del Turia, enhancing the entrepreneurship among all the inhabitants of this territory, with special focus on the following groups: women, people older than 45 years, youngsters, immigrants, disabled people, etc.

One of the most important innovations is the implementation of "distance activities", offering the beneficiaries not only access to new information and communications technologies, but also the integration of these technologies with the Hispasat satellite. These actions are aimed at carrying out activities of dissemination, information, authorisation and training and at raising awareness through the dissemination of contents, task that will be implemented by a emitter centre.

3.22.8 Description of the practice/measure:

3.22.8.1 Target beneficiaries:

Women, young people, people older than 45 years, immigrants and disabled people living in the territory of Baronía and Camp del Turia.

3.22.8.2 Period covered:

2001-2004

3.22.8.3 Partnerships

1. CONSELLERIA DE ECONOMIA, HACIENDA Y EMPLEO, Comunidad Valenciana, Spain
2. MANCOMUNIDAD LA BARONIA, Comunidad Valenciana, Spain
3. MANCOMUNITAT CAMP DEL TURIA, Comunidad Valenciana, Spain
4. CENTRO EUROPEO DE EMPRESAS INNOVADORAS, Comunidad Valenciana, Spain
5. FEVECTA, Comunidad Valenciana, Spain
6. ASOCIACIÓN PARA EL DESARROLLO EMPRESARIAL, Comunidad Valenciana, Spain
7. ASOCIACIÓN PROVINCIAL DE AMAS DE CASA Y CONSUMIDORES TYRIUS, Comunidad Valenciana, Spain

8. UNIÓN DE PEQUEÑOS AGRICULTORES Y GANADEROS, Comunidad Valenciana, Spain
9. ASOCIACIÓN PARA EL FOMENTO DEL EMPLEO Y DEL PROGRESO EMPRESARIAL, Comunidad Valenciana, Spain
10. UNIVERSITAT DE VALENCIA, Comunidad Valenciana, Spain
11. CRUZ ROJA ESPAÑOLA, Comunidad Valenciana, Spain

TRANSNACIONALES:

1. PROVINCIA DE RIMINI (Italy)
2. STADT AUGSBURG (Germany)
3. INSTITUTO PIAGET, COOPERATIVA PARA O DESENVOLVIMENTO HUMANO INTEGRAL E ECOLÓGIC (Portugal)

3.22.9 Results achieved and impact:

Information is not available.

3.22.10 Criteria for inclusion as a good practice: details on how the criteria applied to the identified practice should be highlighted.

Rights-based approach, Relevance, Potential for replication and extension (adaptability), Transparency, Innovativeness, Broadly base and participatory.

3.22.11 Contact details:

Rosa Ramírez Quintana

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Fax: 961 971 217

E-mail: ramirez_rosa@gva.es

3.23 VALENCIAN MINISTRY OF PRESIDENCY (*Spain*)

3.23.1 Title of the practice profile:

Promotion of projects of co-development

3.23.2 Category :

Social participation and security, Identity and cultural re-orientation, Human Rights, processes of empowerment.

3.23.3 Type of measure/practice:

Government policy or programme

3.23.4 Geographical coverage:

Region of Valencia (Spain) which is comprised of three provinces: Castellón, Valencia and Alicante.

3.23.5 Information on proponents, implementing agents:

Valencian Ministry of Presidency Autonomous Secretariat of Relationships with the State and the Union, Directorate General of Cooperation to the Development and External Relations, Valencian Ministry of Social Well-being, Autonomous Secretariat of Socio-sanitary Assistance, Directorate General of Immigration.

Possible collaborator entities: Local entities, Social entities.

3.23.6 Aims and objectives of the practice:

- To encourage a new vision of development with the object of strengthening human capacities and of attaching priority importance to concerned groups.
- To develop joint actions aimed at the promotion of development actions in origin countries of immigrant people. Social stakeholders are encouraged to apply innovative and feasible projects of co-development.

3.23.7 Brief narrative summary of the practice profile:

Implementation and promotion of co-development projects elaborated by different agents and stakeholders in the field of international cooperation and economic and social development.

3.23.8 Criteria for inclusion as a good practice: details on how the criteria applied to the identified practice should be highlighted.

Rights-based approach, Relevance, Potential for replication and extension (adaptability), Transparency, Innovativeness, Broadly base and participatory,

3.23.9 Contact details:

www.gva.es

3.24 VALENCIAN MINISTRY OF SOCIAL WELL-BEING (*Spain*)

3.24.1 Title of the practice profile:

EUROCENTRES OF THE SEA – Avancem network for the enhancement of the maritime neighbourhoods (EQUAL European Programme)

3.24.2 Category:

Employment, Social participation and security, Human Rights, processes of empowerment.

3.24.3 Type of measure/practice:

European project co-financed by the European Commission

3.24.4 Geographical coverage:

Sea neighbourhoods of the city of Valencia.

3.24.5 Information on proponents, implementing agents:

Valencian Ministry of Social Well-being

3.24.6 Aims and objectives of the practice:

The objective of this project is to dinamize the human tissue of the depressed maritime areas of the Valencian Region, especially focusing on the avoidance of social and working exclusion of women, disabled people, non-qualified youth, ethnic minorities and immigrants.

3.24.7 Brief narrative summary of the practice profile:

The project "Eurocentres of the sea" has been promoted and managed by the "Agrupación de Desarrollo, Red Avancem" aimed at enhancing the sea neighbourhoods. This association is composed by public entities, non-profit entities and business associations promoting economic activities.

3.24.8 Description of the practice/measure:

3.24.8.1 Target beneficiaries:

People in risk of social and working exclusion, in special women, as well as people suffering from some kind of disability, non-qualified young people, ethnic minorities and immigrants.

3.24.8.2 Period covered:

2001-2004

3.24.8.3 Partnerships

- Ayuntamiento de Valencia (www.ayto_valencia.es), Comunidad Valenciana, Spain
- Fundación de la Solidaridad y del Voluntariado, Comunidad Valenciana, Spain (www.solidaridadyvoluntariado.org)
- Asociación de Servicios Comunitarios (SERCOVAL), Comunidad Valenciana, Spain
- Escuela de Hostelería y Turismo de Valencia (www.ehtvalencia.com), Comunidad Valenciana, Spain
- Asociación de Vecinos de Nazaret Isabel Nebrada, Comunidad Valenciana, Spain
- Asociación joven solidaridad (www.ism-reciclaje.com), Comunidad Valenciana, Spain
- Talleres Navales de Valencia (www.extinval.com), Comunidad Valenciana, Spain
- Centro de Estudios para la Integración Social y formación de inmigrantes, Comunidad Valenciana, Spain
- Centro Internacional de Mujeres del Mediterráneo (www.gva.es/cbs/cmm.html), Comunidad Valenciana, Spain
- Asociación para el Desarrollo empresarial, Comunidad Valenciana, Spain
- Agora (Bretagne, France): De la precarite a l'emploi durable (www.emploi durable.org)
- I.P di Stato per i Servizi alberghieri e della Ristorazione (Paola, Italia): Insieme per educazione, qualificazione, uguaglianza nelle attività lavorative.
- Fundação Irene Rolo (Tavira, Portugal): igualdade, novos caminhos.

3.24.9 Criteria for inclusion as a good practice: details on how the criteria applied to the identified practice should be highlighted.

Rights-based approach, Relevance, Potential for replication and extension (adaptability), Transparency, Innovativeness, Broadly base and participatory.

3.24.10 Contact details:

Dolores Puerta Oncins

Instituto Valenciano de Atención a los discapacitados

Tel.: 963 378 240

Fax: 963 378 245

<http://www.eurocentrosdelmar.com>

3.25 CONFINDUSTRIA VENETO-VICENZA (*Italy*)

3.25.1 Title of the practice profile:

Agreement for housing

3.25.2 Category:

Housing

3.25.3 Type of measure/practice:

Bilateral agreements between Local Authorities and Private Organizations

3.25.4 Geographical coverage:

Province of Vicenza

3.25.5 Information on proponents, implementing agents:

The Local Authorities involved are: The Prefecture of Vicenza, the Municipalities of Bassano, Schio, Tiene, Arzignano and Cartigliano, the Province of Vicenza, the Chamber of Commerce Industry Agriculture of Vicenza and the ATER-Territorial Agency for Housing.

The private organization is the Industry Association of Vicenza.

3.25.6 Aims and objectives of the practice

To favour, by means of appropriate incentives, the rent of housing for foreign workers and citizens

To finance the creation of first welcome centres

To participate to supporting the cost of loans and rents of the foreign workers

3.25.7 Brief narrative summary of the practice profile:

The experience developed three steps or stages:

1) Agreement with the Prefecture for a contract of accommodation (1997):

The agreement implied that the accommodation contract was signed by the "employer", who recovered the cost from the employee salary (to facilitate the availability of the owners to stipulate rents). Additionally, the Municipalities concerned engaged themselves to create a fund of guarantee to take cautions against the damages produced in the house.

2) Agreement with ATER (Territorial Agency for Housing) (1998):

The ATER decided to build two compounds, under condition that the Employers concerned engaged themselves to rent all the flats at least for two years with an allotment contract of accommodation for their employees (immigrants).

3) Rotation Funds for welcome centres and loans or rents guarantee (2002):

In this case the Industry Association, together with other employers associations and trade unions, created a partnership to facilitate the delivery of the public financial aids for the welcome, orientation and job creation for the immigrants'

This partnership achieved the creation of two rotation funds: the first one financed by the Chamber of Commerce Industry and Agriculture) Euro 516.000,00) and the second one by the regional government (Euro 470.000,00): their administration is assigned to the Province.

3.25.8 Results achieved and impact (by outcome indicators):

The first agreement was not successful: as the accommodation contract was bound with the job contract between the worker and the employer, it met some difficulties because of its rigidity.

Also the second agreement implied some difficulties, because of the common settlement of different ethnic.

Moreover, the great mobility of the workers implied that the employer was obliged to continue to pay the rent for his worker in the case its job contract was over.

The third action was more successful: the weakness is that the investment is not easily repeated for the limitations of the public resources.

3.25.9 Criteria for inclusion as a good practice:

Details on how the criteria apply to the identified practice should be highlighted. Relevance, Potential for replication and extension (adaptability), Transparency, Broadly base and participatory.

3.25.10 Contact details:

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3.26 CONFINDUSTRIA VENETO-VICENZA (*Italy*)

3.26.1 Title of the practice profile:

Account current availability

3.26.2 Category:

Social inclusion

3.26.3 Type of measure/practice:

Bilateral agreements between the Industry Association and Banca Popolare di Vicenza

3.26.4 Geographical coverage:

Province of Vicenza

3.26.5 Information on proponents, implementing agents:

The Organizations involved are: the Industry Association of Vicenza and the most important local bank.

3.26.6 Aims and objectives of the practice

To open an account current for every immigrant to favour the specific Financial Operations and ensure their legitimacy

3.26.7 Brief narrative summary of the practice profile:

The experience exists since 2001: it met an important immigrants' need, concerning their possibility to open an account current with the endorsement and accreditation of the Industry Association: the services provided are very specific and concern delicate processes like remittances to the original countries, fidejussions, assurances, loans, rents etc.

3.26.8 Results achieved and impact (by outcome indicators):

The experience was very successful: only in the first year of application, more than 5.000 account currents were open and 450 loans have been signed (housing).

3.26.9 Criteria for inclusion as a good practice:

details on how the criteria apply to the identified practice should be highlighted. Relevance, Potential for replication and extension (adaptability), Transparency, Broadly base and participatory, Sustainability and Effectiveness.

3.26.10 Contact details:

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3.27 CONFINDUSTRIA VENETO-VICENZA (*Italy*)

3.27.1 Title of the practice profile:

Easy stay permit

3.27.2 Category:

Social inclusion

3.27.3 Type of measure/practice:

Bilateral agreements between the Industry Association, Prefecture of Vicenza and Veneto Region.

3.27.4 Geographical coverage:

Province of Vicenza

3.27.5 Information on proponents, implementing agents:

The Organizations involved are: the Industry Association of Vicenza, in the frame of its corporate social responsibility, the Prefecture, as legal responsible of the procedures concerning the permit of stay, and the Veneto Region, as Authority of Government.

3.27.6 Aims and objectives of the practice

To make the procedures of the renewal of the permits of stay so easier as possible, through technical assistance and guidance services.

3.27.7 Brief narrative summary of the practice profile:

The experience exists since 2004: to impact of the procedures for the permits of stay is so heavy, that the public services concerned are not able to face in reasonable time all the processes. Therefore, the Industry Association, together with other employers associations and local Chamber of Commerce, provided a grand of 60.000,00 Euro to support the cost of 5 additional human resources to place in the 5 public centres of the permit stay delivery.

Moreover, the Industry Association contributed to the procedures by means of its own experts for the different processes involved, like personnel selection, job contracts, invoices etc.

3.27.8 Results achieved and impact (by outcome indicators):

The action can be considered fully successful. In the period covered, the new permits of stay have been fulfilled were 5.542 more than those usually foreseen and the time spent to wait the renewal of the application lowered from 116 days to 40. This result convinced the Regional Government to provide a fund of 150.000,00 Euro for 2005 and 160.000,00 Euro for 2006 to support such the action.

3.27.9 Criteria for inclusion as a good practice:

Details on how the criteria apply to the identified practice should be highlighted. Relevance, Potential for replication and extension (adaptability), Transparency, Broadly base and participatory., Sustainability and Effectiveness.

3.27.10 Contact details:

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3.28 CONFINDUSTRIA VENETO-VICENZA (*Italy*)

3.28.1 Title of the practice profile:

Special jobs

3.28.2 Category:

Employment

3.28.3 Type of measure/practice:

Bilateral agreements between local institutions.

3.28.4 Geographical coverage:

Province of Vicenza

3.28.5 Information on proponents, implementing agents:

The Organizations involved are: the Industry Association of Vicenza, in the frame of its corporate social responsibility, the Prefecture, as legal responsible of the procedures concerning the immigrant's stay.

3.28.6 Aims and objectives of the practice

To help the enterprises and the foreign workers in their procedures concerning "special" cases of job contracts and permits: e.g. entries exceeding the "quota"(managers, hospital attendants, workers in internships and training etc.)

3.28.7 Brief narrative summary of the practice profile:

A guidance vademecum has been released, in accordance with the Prefecture, for the entry of high-qualified personnel, to censure and endorse the documentation and procedures to be respected for the engagement of these professional profiles, which are very relevant for the enterprises.

A weekly round table has been established between all the institutions involved, to facilitate this action, to coo-ordinate the different steps and applications.

3.28.8 Results achieved and impact (by outcome indicators):

The action can be considered fully successful. The time spent has been reduced and a one step shop was set up in the Prefecture.

3.28.9 Criteria for inclusion as a good practice:

Details on how the criteria apply to the identified practice should be highlighted. Relevance, Potential for replication and extension (adaptability), Transparency, Broadly base and participatory, Sustainability and Effectiveness.

3.28.10 Contact details:

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3.29 FONDAZIONE LA CASA ONLUS (Italy)

3.29.1 Title of the practice profile

"No Profit Home"

3.29.2 Category:

Housing

3.29.3 Type of measure/practice:

Regional initiatives/programmes

3.29.4 Geographical coverage

The region

3.29.5 Information on proponents, implementing agents:

The Foundation is a private no profit organization, constituted in March 2001 by the following members: Chamber of Commerce Industry Craft and Agriculture of Padua, Banca Popolare Etica (Ethic Popular Bank), A.C.L.I. (Christian Labour Association) of Padua, the Cooperative Nuovo Villaggio, the Province of Padua, the Province of Venice, the Province of Rovigo, the Region of Veneto, the Franciscan Order of Friars, the Padua Dioceses and some small towns or municipalities, with the financial support of the industrial firm Meccanica Veneta s.p.a., Cooperativa Sociale Solidarietà s.r.l. and the Bank Foundation of the CARIPARO. The mission is to contribute to providing opportunities for housing in favour of the marginalized and poor people.

The methodology is founded on the public and private partnership, in the frame of the modern welfare paradigm of subsidiarity.

The target group of the immigrants belongs expressly to its mission and strategy as one of the most important priorities.

3.29.6 Aims and objectives of the practice

The project “non profit home” aims to introduce a “third” actor (no profit) between the state and the market, in order to meet the need of housing of the people who have no access to the “free market”.

3.29.7 Brief narrative summary of the practice profile

The main objective is the social inclusion, through a sustainable and fitting offer of houses and flats, with an intensive action of scouting, customized services for the beneficiaries, assistance in intermediation and negotiation about housing contracts.

3.29.8 Activities, processes and steps involved

The Foundation commits itself in the weaving all the synergies between the housing actors and optimising the quick satisfaction of the needs, especially those with features of emergency.

The functioning of these activities and processes is undertaken by appropriate co-operatives, which are able to involve the beneficiaries in the problem solving also in the concomitant factors like job, security, legal assistance etc.

3.29.8.1 Target beneficiaries

The target groups are: immigrants, young married couples, students, singles, old people, temporary workers etc., that's all the people with some difficulties in the inclusion processes about the housing.

3.29.8.2 Period covered

From 2001 to date.

3.29.8.3 Resources involved and source of funding

The human resources are very simple: a co-ordinator and a secretary office.

3.29.9 Results achieved and impact (by outcome indicators)

Until now, the Foundation has restored and managed 54 houses with 334 beneficiaries.

The social impact of the activities is evident.

3.29.10 Criteria for inclusion as a good practice:

Positive Impact, Potential for replication and extension (adaptability), Innovativeness, Broadly base and participatory

3.29.11 Contact details:

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3.30 CENTRO TERRITORIALE PERMANENTE (*Veneto, Italy*)

3.30.1 Title of the practice profile

“Cultural and Linguistic Integration of the foreign women residing in the Pedemontana del Grappa and Asolano areas”.

3.30.2 Category:

Education

3.30.3 Type of measure/practice:

Government policy or programme

3.30.4 Geographical coverage

These courses are held in ten towns within the province of Treviso (Veneto – Italy): municipalities of Asolo, Castelcuoco, Cavaso del Tomba, Crespano del Grappa, Fonte, Loria, Maser, Possagno, Riese Pio X, S. Zenone.

3.30.5 Information on proponents, implementing agents:

C.T.P. (Permanent Territorial Centres) are school-centres for adults education.

These school-centres have been set up by the Ministry of Italian Education and they are run by the Headmaster (who is also in charge of all the C.T.P. coordination) of a compulsory education school (primary and secondary school: pupils from six to fourteen years old).

Every C.T.P. has its own organization and staff.

Teachers named by the Ministry of Italian Education (permanent staff) together with temporary teachers work in the C.T.P.

The C.T.P. of Asolo is joined to the *Istituto Comprensivo di Asolo* (primary and secondary schools).

Courses held at the CTP of Asolo are addressed to people living in the villages situated around Asolo: Altivole, Asolo, Borso del Grappa, Castelcuoco, Cavaso del Tomba, Crespano del Grappa, Fonte, Maser, Monfumo, Paderno del Grappa, Possagno, San Zenone.

Anyway, also people living in other towns can enrol to courses.

Courses held at C.T.P. of Asolo are:

- Schooling classes for foreigners (evening classes; morning classes for foreign women in cooperation with Public Health Services and the Town Councils of the district).
- Secondary school classes with final examinations.
- Classes of computer science, Computer graphic design, foreign languages (English, German, Spanish, French, Russian, Chinese, Arabic), Theatre, Folk dances, "Writing for your pleasure", Ceramic art, Cookery, Philosophy, Courses to become "Welfare workers" and "Carer".

If requested, the C.T.P. of Asolo can organize specialized courses, classes or lessons for firms or administrations.

At the end of the courses certificates are provided.

3.30.6 Aims and objectives of the practice

To activate educational pathways concerning cultural and linguistic integration for foreign women.

The teaching plan was designed taking into consideration the needs of a particular target group, whose main needs were:

- Learning Italian
- Acquiring useful tools for integration: from the knowledge of how local services work, to practical skills, such as sewing.

3.30.7 Brief narrative summary of the practice profile:

"I feel very well here, even though I miss my family, my country, my friends. For the moment I attend a course of Italian language for foreigners and I thank the persons who organized it and my teacher because I have the opportunity to learn Italian and to meet many good people."(Yustina, 44 anni - Ucraina)

The CTP of Asolo organizes several courses of linguistic and cultural education for foreign adults living in the nearby territory, but also takes particular care of immigrant women because of the role they embody inside their community.

Women, during migration, often represent the link between the past and the present, their native country and the nation of arrival, the culture they belong to and the way of life of their new country. They have to face every day different views regarding how to raise children, education, food, dealing with various

timetables and places and they have to control a many-sided change. They usually face all of this without any help or comfort, since they left their relatives and friends in their country of origin.

And while they acquire new responsibilities and behaviours, they contemporarely have to manage their role inside their family, their group, their tradition. As a result, they often fluctuate between feelings of rejection and assimilation: women in suspense within two worlds, both real and symbolic.

Therefore they need to get the sense of their experiences, trying to find possible paths of integration.

All the courses of the CTP for women are aimed to provide, on one hand, a linguistic basis to become a part of the Italian society and, on the other hand, some practical tools to get in touch with the socio-cultural reality of their territory in order to face effortlessly everyday life.

The CTP of Asolo offers these women, in addition to all activities directed to learning the Italian language, three possible educational pathways centred on the following themes:

1. Self-awareness
2. Knowledge of the territory
3. Self-esteem.

The **first pathway** is linked to the recognition of one's identity. By meditating on their life project, women concentrate on the narration of their personal history, with particular attention to the journey, which took them to Italy.

The **second pathway** is aimed to clarify all services provided by the territory, from the town offices to the post office and so on. Through this course, women not only learn the linguistic structures to fill in forms requested by all bureaucratic needs, but they also acquire information to operate within the territory.

The **third pathway** regards the improve self-esteem and aspires to the discovery and increase of personal attitudes.

3.30.8 Description of the practice/measure:

3.30.8.1 Activities, processes and steps involved

Basic skills in Italian

The starting linguistic level of competence varies from student to student; so different teaching-learning plans are designed to work with the class.

Create a group and feel good together

Events and parties are organized alongside the classes as a way to enhancing a favourable environment and defeating cultural barriers that may prevent mutual understanding among people coming from different ethnic groups, nationalities, cultures and religions.

To create a group to exchange opinions and information

The students discuss topics such as:

- Places of provenance and experiences of life
- Different traditions and customs
- Social issues (with particular attention to women' condition)
- Experiences of migration.

3.30.8.2 Target beneficiaries

Adult foreign women. Students' provenances: Albania, Arabia, Ghana, Kosovo, India, Macedonia, Moldavia, Morocco, Romania, Senegal, Sri Lanka, Thailandia, Ucraina, Russia

3.30.8.3 Period covered

Courses start in October and finish in June.

Each course lasts 26 weeks, for a total of 100 hours.

The attendance is twice a week (2 hours' lesson, 9.00 am – 11.00 am or 7.00 pm – 9.00 pm, or 3.30 pm – 5.30 pm)

3.30.8.4 Resources involved and source of funding

Teachers and experts

- CTP's staff
- Teachers employed on a short basis term contract
- Town Council's social workers
- Cultural mediators
- A paediatrician
- A dietician
- A gynaecologist

Funds

The economical resources of the CTP come from:

- Public funds appropriated by the *Ministero della Pubblica Istruzione*;
- Provisions given by the *Regione Veneto* or the Province of Treviso to finance a project;
- A minimum contribution of the participants (this is only few euros requested to cover insurance costs, photocopies and other materials supplied by the CTP of Asolo).

3.30.8.5 Legislative basis:

- *Ordinanza del Ministero della Pubblica Istruzione n°455 of 29th July 1997* (regarding the creation of CTPs for adult education).
- *Decreto del Presidente della Repubblica n° 394 of 31 August 1999* – (regarding the rights of foreign students and workers in Italy).
- *Accordo Regione Veneto – Ministero del Lavoro e delle Politiche Sociali of 27th december 2005* (projects aimed to increase the learning of the Italian language among foreign citizens).

3.30.8.6 Partnerships:

Team work 1

A number of external specialists were asked to work in collaboration with Ctp teachers:

- Cultural linguistic mediators

- Doctors: a paediatrician, a dietist and a gynaecologist

Team work 2

- Baby sitting service: this service was organized in all the eight venues in order
- To facilitate the attendance to the courses by foreign women with young
- Children
- The courses were held in places provided by the villages' Town Councils as
- Well as at the Ctp

3.30.9 Results achieved and impact (by outcome indicators):

The program of the courses has been structured considering women's need to learn the Italian language, but also providing for some interventions aimed at supplying useful information regarding elements of civics, the knowledge of the services provided by the territory, dietary education, hygienics, care of children. The involvement of experts on these topics has been particularly relevant in relation to the cultural, climatic, living peculiarities of all foreign citizens who settle in our country; women, in particular, constantly need to tackle with differences in order to integrate into social life. Beyond all doubt, a fairly good knowledge of the language, and a first approach to local customs and to the institutional and socio-sanitary services in the territory represents a necessary propaedeutic step for any other intervention on integration.

As for the linguistic education of the courses participants, given the lack of homogeneity of their starting levels, differentiated programs have guaranteed better results.

From an educational point of view, the outcome must be considered absolutely positive since these women have always reached a satisfactory level of learning so far. To some of them, who were already able to write and speak, the reinforcement of Italian grammar rules has given the opportunity to communicate more precisely; in other cases, for women illiterate in their mother tongue as well, teachers have chosen an activity of gradual approach to reading and writing, through which the lexical competence for everyday necessities has been guaranteed: an indubitable step ahead!

3.30.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach,(Positive) Impact, Potential for replication and extension (adaptability),Broadly base and participatory,Effectiveness.

3.30.11 Contact details:

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3.31 CONSORZIO ETIMOS S.C (*Veneto, Italy*)

3.31.1 Title of the practice profile

ALPARI : development of financial services for the Mediterranean cooperation by means of remittances:
development of financial services for the Mediterranean cooperation

3.31.2 Category:

Co-operation, co-developement

3.31.3 Type of measure/practice:

International, regional and intergovernmental initiatives/programmes (EU initiative, CARDS Programme)

3.31.4 Geographical coverage

Albania, the whole territory.

3.31.5 Information on proponents, implementing agents:

Etimos is a 2nd level financial consortium, belonging to Banca Etica system, that has been working for a long time on the migration and finance, microcredit and microfinance topics, trying to establish a solid link between remittances and microfinance. It has collaborated with the immigrants' associations in Italy and created a working table with CESPI, ACLI, UCODEP, CARITAS and the European coordination for the foreign citizen's right to live in family. In the feasibility study Etimos will point out the research tools and define the methodology, analyses the collected data and draws up the research paper.

Etimos has been working on migration and finance subjects trying to link in a solid way remittances with microfinance in order to set up initiatives oriented to the territorial development.

This commitment is proven by the several collaborations with associations of immigrants' programmes or initiatives.

The opportunity to involve Etimos is due to its experience in definition and building of international financial courses, according to the specific project target and the qualified competences for the identification and the experimentation of the mechanisms for a productive canalisation of remittances. For this reason Etimos will play a central role in the realization of the research, analysis and technical assistance activities devoted to the involved financial institutes. Etimos has played an important role in the phase of the elaboration of the project proposal, by developing a research and analysis activity dealing with immigration and remittances. In this project in particular, in collaboration with the Lead partner, Etimos has contributed to the definition and the coordination of the partners. Etimos has also collaborated to the definition and articulation of the intervention and of the study and technical assistance activities. The external Lead partner of the project is member of Etimos since five years.

3.31.6 Aims and objectives of the practice

The project aims at reinforcing the Albanian social-economic context by means of the promotion of start-up of enterprises, carried out by the category of people normally excluded from the access to these services. It is therefore planned to find out and set up operative methodologies and instruments able to support the economic and working insertion of the project target.

The specific purpose is: contributing to the Albanian immigrants' aware management of savings, for the development of the community of origin, by means of the canalisation of remittances.

The intervention aims to recognizing the importance of the immigrants' access to financial services, since they can allow them to improve their life, if used in the proper way (such as the credit). When reached, the purpose will improve the field of the "services for people" and will help the social inclusion of immigrants. The experimented and implemented system, on the territory of reference, will assure the possibility to reproduce the operative modalities in other territorial contexts of immigration, both national and international.

Not always the immigrants' remittances contribute to an effective development of the their country of origin, as a matter of fact they often satisfy the daily essential needs and aren't invested in productive activities.

The project aims to create a virtuous circle allowing to offer to the identified target financial services and technical assistance for a productive use of the financial flows coming from Italy.

3.31.7 Brief narrative summary of the practice profile:

The general problem the ALPARI project faces and tries to solve is the social and financial exclusion of a large part of the Albanian population, both in Albania and in Italy.

The problems that the project target normally has to face are represented by:

- Little information and general mistrust of the financial system;
- Inadequacy of the services provided by banks;
- Their excessive cost;

- Difficulty to have access to credit;
- Common use of informal channels for transfer of remittances.

The needs to be answered are represented by:

- Strengthening of institutional financial cooperation between Italy and Albania;
- Information and easiness when approaching the banking system;
- Adequate financial services;
- Requirement of orientation in the management of savings for its productive investment.

This intervention develops a range of actions focused on two main axes:

- a) Support and technical assistance for credit and micro credit institutes Ethical Finance-oriented in the Albanian territory;
- b) Orientation, training and raising of the Albanian citizens' confidence in financial tools and in financial system.

In the background, the project develops some Institutional Building processes by means of a direct and indirect involvement of organizations and institutions in the specific sector, in order to assure the efficiency and sustainability of the project, as well as the legitimacy and the visibility of the results.

3.31.8 Description of the practice/measure:

The specific objective is to contribute to an Albanian immigrants' aware management of savings and oriented to the development of the basis-communities, by means of the canalisation of the remittances.

The main expected results are: one feasibility study, dealing with the identification of specific mechanisms for a productive canalisation of remittances, three workshops for the staff of the banks in Albania, so that they can manage new financial products and approach a new type of client, specific products and new tools for a productive canalisation of remittances, two informative seminars in Albania dealing with the most widespread financial and banking tools for private and enterprise, one promotion campaign for the advertisement of innovative financial tools in Albania, laboratories for the enterprise culture will be organised for 20 potential micro-entrepreneurs in Albania, with a special focus on women and strengthen dialogue between Italian-Albanian institutions in the economic-financial field.

The project will be implemented through a well-developed Italian-Albanian partnership, assuring in that specific sector of intervention effectiveness and value to the cooperation activities, thanks to its past experience.

3.31.8.1 Activities, processes and steps involved

The starting point of the intervention is a feasibility study, whose main objective is: to find out the most appropriate tools for a more productive investment of the remittances sent from the Albanian immigrants to their place of origin.

The second step is the experimentation of possible innovative financial tools identified in the feasibility study.

The activities will proceed with technical and financial assistance for financial and microfinance institutes (Albania).

To better support the diffusion of financial products among the Albanian community in Albania, laboratories will be organised for the enterprise culture for 20 potential microentrepreneurs in Albania; they will also offer courses for professional orientation and for awareness rising for a more productive savings management and its investment in the country of origin and in Italy. -

To strengthen information activities in Albania, focusing on the remittances and financial education is planned the realization of a campaign for promotion and diffusion of innovative financial products, the creation or implementation of ad hoc counselling counters (territorial and/or virtual) in Albania. It will be also carried out: two informative seminars in Albania dealing with the most widespread financial and banking tools for individuals and enterprises. The project will promote the definition of territorial strategic networks for the mainstreaming and aiming at strengthening Institutional Building processes, implemented in the project.

3.31.8.2 The target of the intervention

Families of Albanian immigrant living in Apulia. Former immigrant having go back to Albania

In particular the Albanian immigrants' families still in Albania, at least 20 aspiring Albanian microentrepreneurs, and at least half of them will be women, taking part to the laboratories of enterprise culture. At least 20 people living in Albania will attend the information seminars on financial services for savings management. Moreover, a particular gender-focus will assure the achievement of a beneficiaries' category, women, that microfinance has already appointed as the most appropriate to have positive effects on the whole entire familiar group and not only on the single beneficiary.

It is planned to carry out a communication campaign in favour of the Albanian population and to provide them with adequate information tool (counters, guide) on the managing of financial and enterprises services. The Albanian banking and financial sector, in particular that close to the ethical finance, directly involved in the project: operators of the sector will be trained in order to be able to provide counselling at the counters. This intervention aims at strengthening the different institutions of the Apulia-Albania cooperation system. All the economic context of the involved areas will benefit from the set up of tool promoting the individual and collective enterprise.

3.31.8.3 Period covered

This intervention is lasting 12 months

3.31.8.4 Resources involved and sources of funding

Every partner will use their own structures and their own technical supports (PC, printer etc).

The partners will receive a contribution from the CARDS (Community Assistance for Reconstruction, Development and Stabilisation) programme set up by the European Union to promote stability in Western Balkans.

The Lead partner will also co-finance a part of the projects, by using its own staff and tools for the carrying out of the activities.

3.31.8.5 Partnership (e.g. inter-ministerial, social partners, migrant and community groups, NGOs etc.)

PSHM - Albanian Microfinance Institution (Activity: feasibility study, implementation of new financial products; training devoted to the beneficiaries microentrepreneurs; disbursement of microloans).

ETIMOS – Financial consortium (Activity: feasibility study; definition of new products; technical assistance).

IPSIA (Istituto Pace Innovazione Acli) – (Institute Peace Innovation Acli) – NGO (Activity: collection of data in Albania; training and orientation in Albania).

IFOC - Centro di ricerca e formazione della Camera di Commercio Bari (Research and Training Centre of the Chamber of Commerce Bari) (Activity: support to the diffusion of the financial products in the Albanian community in Apulia, information and financial education; setting up of territorial strategic networks for the increase in value of the project results).

3.31.8.6 Main inputs

The composition of the Italian-Albanian partnership, thanks to a steady relationship (the financial institutions involved are linked by association obligations) and to an orientation to ethic (NGOs, no profit associations, institution close to Ethical finance), assures the implementation of a network able to identify the needs of the territory and thus to promote the suitability both of the offer and the demand, as concerns the inclusion and the fight against poverty.

3.31.9 Results achieved and impact (by outcome indicators):

The impact on the Albanian citizens in Albania will have the following characteristics:

- Improving of the social inclusion by means of access to specific financial products;
- The increase of the available offer of credit and saving financial products, specifically designed to support local microentrepreneurs;
- It will decrease the status of social exclusion. The process of inclusion started by an improved access to credit for women, will allow them to take part more actively to the economic life and top the familiar decisions, to the community orientations, assuring at the same time their self-esteem and their empowerment;

- Increase of the consumption opportunities thanks to an economic return linked to possibility to develop or steady micro entrepreneurial activities;
- Increase of the available financial resources, thanks to the canalisation of the Albanian immigrants canalisation at low cost, to the availability of additional resources coming from the leverage effect the Italian financial institutes will be able to apply on the savings collected in Italy by the Albanian immigrants;
- Improving of the capacity to face situation of crisis or economic difficulties thanks to the offer of safe saving products and specifically oriented to the female microenterprise. This result will be achieved also by means of the participation to seminars and workshops able to augment the management and entrepreneurial skills of the target;
- Reinforcement of the formal financial tissue and subsequent increase of the legalization of the financial flows thanks to the formal canalisation of remittances;
- Improving of the local economic-financial context due to an implementation of the actions supporting the Albanian financial institutions.

Hereafter the concrete outputs of each action:

- Research:
 - n. 1 feasibility study/research printed
 - Experimentation of innovative financial services
 - Definition and experimentation of new financial services
 - Experimentation of new channel for transfer of remittances in favour of MFIs for new microcredit projects having women and former immigrants as target.
 - Technical ad financial assistance in Albania
 - n. 3 workshops
 - Purchase of IT tools
 - Installation of the tools
 - Support to the diffusion of financial tools
 - n. 1 enterprise laboratory in Albania
 - Information and financial education
 - Creation and/or implementation of counters
 - n. 2 seminars in Albania
 - n. 1 information campaign in Albania
 - Creation of territorial networks
 - n. 1 working table in Albania.

3.31.10 Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

Rights-based approach

The project is in line with the following legislation norms:

- > The legislation on work carried on from ILO and in particular the Convention 143 /1975 on promotion of equal opportunity for migrant workers.
- > The universal right to financial credit is for Etimos part of the broad Declaration of International Human Rights 1948 that asserts the right to equal access to social/economic resources for the well being of all.

Relevance

By linking the formal financial system with microfinance and the canalisation of the sent savings, it is possible not only to create a virtuous system able to reach the target normally defined as “unbanked”, but also to promote new investments for a more fair and sustainable development. This concept applies even more in the Albanian context, where microfinance represents the main system to grant loans to small and micro-entrepreneurs and the canalisation of remittances could develop its capacity.

(Positive) Impact

Etimos, together with its member PSHM and in collaboration with some other organisations, such as IPSIA, has been working on the “finance and migration” topic, with a special focus on remittances. Nowadays remittances still rest on informal channels, and they usually only answer to primary needs without being used for the disbursement of loans, especially in favour of the poorest target. The conversion of a microfinance institution in a bank, keeping its social mission, or the signature of eventual agreements among Italian and Albanian financial institutes and Microfinance organisations, could permit the canalisation of remittances toward credit forms, and consequently could start a mechanism of local economic development.

Potential for replication and extension (adaptability)

As already explained among the activities to be carried out, for a better achievement of the results, it has been planned to involve also the territorial and/or virtual counters which will be able to play an intermediation role with immigrant beneficiaries. In this frame it will be possible to profit from the previous experience of Etimos, acquired during the PenisolaDonne project (Equal), which has led to the creation of “Routes of new Social working inclusion for immigrant women). PenisolaDonne carried out some interventions to support and assist immigrant women living in the Apulian territory, willing to start up their own enterprise or to widen an already existing one. Therefore, this new project would represent the possibility to broaden and carry on the activities already started, changing at the same time the target order to address also to male Albanian immigrants living in Apulia. Moreover, it would also allow to

implement new service in the IDI counter (carrying out a free counselling activity for immigrant women on enterprise and business financing), and to provide consultancy also on the remittances topic. Even if aimed at promoting the image of Albania and the development of institutional and cultural cooperation, the project consented to get a complete knowledge of the system-country Albania and to notice a low diffusion of the instruments normally used by the European local administrations, mainly due to a general mistrust and a lack of information concerning the financial institutions. Moreover, the mainstreaming experience, still in course, will help the cooperation relationships with the main Albanian institutions.

Transparency

To favour a high degree of transparency and good governance is established a working table for the coordination of the project. All partners are involved. It will have to plan the project implementation and solve eventual problems, propose eventual changes to the project and to explain them to Managing authority. It has to check the good implementation of the project and to assure the necessary flexibility. It also aims at setting up a solid partnership able to promote the integration of the two involved countries in the field of migration and finance.

Innovativeness

Nowadays the banking integration of migrants is really important a cause of the many remittances going from our country to Albania. Only by means of an adequate service of money transfer, also thanks to microfinance, it is possible to give the plenty relevance they deserve for the development of countries having a high emigration flow. Only in this way migrant will be the first responsible of the development of their country of origin. In order to reach this result it is necessary to: decrease the bureaucratisation of the banks, solve linguistic mediation problems, set up ad hoc services for immigrants, encourage the diffusion of the branches of the banks in the countries receiving the remittances, promote policies encouraging migrants to deposit their money in their country of origin and to increase the productive investments. These services should be not too expensive, be efficient, safe, fast, and transparent. In this way the immigrant would prefer to use to formal channels of money transfer and in general of financial services rather than the informal ones.

This project aims at make the financial services suit the immigrants' needs, both if they want to live in Italy or to go back to Albania. A particular attention will be given to women since they often have to face more difficulties of inclusion a cause of the widespread prejudices.

By means of a range of well-coordinated activities, the project will try to draw the attention of financial institutes on these topics, and to make them study provide new service more suited to immigrants' needs.

Broadly base and participatory

The project ALPARI aims at involving the beneficiaries with precise actions, in order to have both a direct and indirect impact. These actions have been studied in a way to give to the final user a range of immediate and tangible benefits, but also to positively influence their condition in a medium-long period.

As a matter of fact it is scheduled to carry out initiatives able to act on social-cultural conditions in the immigrants' reception areas, but also some specific intervention focusing on the structure of the financial system of the country of origin. The project aims at setting up some educational and informative activities encouraging a rapprochement of migrants to the system of formal finance. By means of a productive canalisation of remittances it is planned to develop a range of services for the assistance to the start up. The involvement of the microfinance circuit in this framework is important to encourage the entrepreneurship of migrants who could more easily be supported in the development of potential investment projects.

Sustainability.

The main actions to guarantee the sustainability of the project will be carried out by the personnel, involved in the project both in Italy and Albania.

The institutional sustainability will be assured by: interviews and periodical monitoring activities, exchange of opinions with the beneficiaries and local institutions in order to actively involve them and to assure a full continuity of the activities even after the end of the project.

The financial sustainability will be assured first of all by respecting the procedures stating that the activities implemented in Albania have to be financed through CARDS funds. In the same way, the sustainability of the mechanisms set up during the project (experimentation of new financial products) should be reached through the achievement of the project purpose itself. As a matter of fact it implies a wider diffusion of financial services among the Albanian citizens living in Italy and new possibilities to gain access to credit, as regard to small entrepreneurs in Albania (especially in the rural areas of the country).

The responsible person of the Italian institutions will regularly meet and coordinate their activities with the Albanian partner, in order to verify the respect of the scheduled activities and procedure, assuring in this way the sustainability of the entire project.

The operative sustainability of the services offered in the medium-long term, is assured by the involvement of professional experts in the financial and microfinance sector in Italy and Albania. PSHM started a process of conversion in a traditional bank, in order to be able to better meet his clients' need without forgetting the social value of its mission.

Effectiveness

The importance of a productive canalisation of remittances between Apulia and Albania is even more obvious if we think about to their micro-economic potential: as a matter of fact it represents the most important tool to fight against the poverty of Albanian families who receive this money. On macro-economic level remittances are important to assure the social –economic stability of a country. As a matter of fact they can contribute to solve to commercial deficit of the Albanian balance of payments and it can also partially helps to stimulate saving and the investments necessary to revitalize the most productive economic sectors of the country.

Moreover, a general lack of specific studies hinders a correct understanding of the phenomenon and the few adequate information tools make it more difficult for immigrants and their families living in Albania to consciously manage the received remittances. Furthermore, Albanian immigrants usually don't know the specific tools, which they could have access to in order to start up their own business, and therefore an information campaign in this sector is needed.

All these elements witness the necessity to reinforce the cooperation among the subjects working in this sectors in order to carry out some specific actions able to better understand the phenomenon and to suggest concrete tolls to support the economic integration of the Apulian-Albanian area.

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3.32 CISL VENETO (ITALY)

3.32.1 Title of the practice profile:

"Education for Citizenship for Migrant Women Community Leaders" and "Migrant's Association Forum (Knowing Other Cultures)"

3.32.2 Category s:

Education and Social participation.

3.32.3 Type of measure/practice:

NGOs and Worker's Union initiatives

3.32.4 Geographical coverage:

Local: 27 Municipalities of the ULSS (Social Sanitary District of Veneto) n. 7

3.32.5 Information on proponents, implementing agents:

ANOLF-CISL

3.32.6 Aims and objectives of the practice:

They were two, but rather coordinated, projects. The first one was designed for migrant women community leaders. And the second one was for migrant's associations. They were supposed to be coordinated because they completed one another.

The main objective of the project for migrant women was to give value and recognize a form of local and informal, but actually effective, leadership hold by migrant women by creating a special course.

The main objective of the project for migrant's association was to sustain and encourage migrant's association by creating a training course for migrant's association members.

3.32.7 Brief narrative summary of the practice profile:

Both projects were thought as complementary. We have verified that in our zone, many people (especially women) had a role of leader of their communities. Moreover, we have known that an amount of migrants association was flourishing. We considered important to prepare these community leaders and the members of migrant's association. The female leadership was very important because they had a wide view of their communities' composition, were also quite aware of their main problems, and can achieve some target groups which are not in the range of the public institutions. A female leader can enter in a sphere where institutional figures are not welcome. Thus, it was important to prepare them with the basic information concerning the Italian Republic and its institutions; the acquisition of this information was important for they could help better the members of their communities and be mediators for the prevention of some major social problems. For what concerns migrants association, we noticed that often, they did not have the required information background for insuring the association's stability. They also did not have neither the information related to the organization of an association nor the association's recognition procedures. They needed, therefore, all these information.

3.32.8 Description of the practice/measure:

Both projects were focused on theoretical training and seminars.

There is a special feature in the project for female leaders: the students were supposed to prepare (by themselves) a public conference. There was not a formal form of examination; the conference itself would measure the degree of their qualitative and quantitative improvement. They were supposed to apprehend

not only the basic elements of the Italian political, economical and social characteristics; they were also prepared to reflect on the issues related to the equal opportunities, basic notions of how to develop a social project was also given. The public conference was organized entirely by the group of women; in this occasion they have presented the matters treated during the course and a social-project elaborated within the group itself. It was a very successful initiative : at present, the group of women are organized in an association for the defence of women's and children's rights (not only for migrant women).

3.32.8.1 Target beneficiaries

We had two different target groups of the action:

The first one was constituted by migrant women that developed, through the years, the role of being leaders (formal or informal) of their communities.

The second one was: effective members of migrant's associations.

3.32.8.2 Period covered

December 2006 – June 2007

3.32.8.3 Resources involved and source of funding

Regional, Provincial and Municipal Funds

3.32.8.4 Partnerships

ANOLF – CISL Treviso, Veneto Region, Province of Treviso and The Mayors Union of ULSS 7 (Conferenza dei Sindaci della ULSS7)

3.32.8.5 Main outputs

Better knowledge of the Italian Culture and its Institutions.

Support migrant's social integrations and political participation.

Support migrant's association

3.32.9 Results achieved and impact (by outcome indicators):

At the end of the project, the total number of participants was 64 : 50 participants in the project for migrant's association, 14 participants in the project for female community leaders.

As a concrete result of the projects there are the following evidences :

- 1) One brand new female association was born.
- 2) 1 Albanian association has started its recognition procedure.

Given the request, the course for migrant's association will continue this year.

In regard to the women's project, we have not scheduled a new project for women because the first semester of this year was reserved to a passage of competence (for what concerns the project

development) from ANOLF CISL to the newborn female association.

3.32.10 Criteria for inclusion as a good practice:

Rights-based approach, Relevance, (Positive) Impact ,Potential for replication and extension (adaptability), Innovativeness, Effectiveness.

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1. The case of the Veneto Region

The Veneto Region realized, in 2006, an European benchmarking programme on the immigrants' integration policies, with France, Germany, Great Britain and Spain.

The result of the programme represents the basis of its present policy and the "Manifesto" has been named: *Towards a welcoming society*.

We offer here the executive summary of the Manifesto, specifically two principal tools, which could be useful also for the purposes of the ROUTES Project:

- The panel of the integration policies indicators (more than 200, concerning all the main factors of the integration policy)
- The collection of the "best practices" that the partners proposed to the regional government.

.1 Veneto and immigration: towards a welcoming society

The Veneto Region, promoter of the benchmarking programme on the best practices for the immigrants' integration, is one of the most developed regions of Italy: it was pioneer of the original local development through the "industrial clusters & districts" and the bottom up strategies with specific incentives for the business and job creation in small and medium size enterprises.

This development model is well known in Europe and has resulted in very high economic performances: the GDP increased 2,5 times from 1970 to 2000 and a certain number of the new global corporations have been set up in the region.

The link between social and economic capitals has played an essential role in providing the impulse of those performances: the Veneto Region wants to keep carefully such a link, in order to ensure both the continuity of the economic and territorial capital and the improvement of the social capital, through the social inclusion of all new people coming as immigrants and their capabilities, in the same way as the capabilities of the peasants and other marginalized people, resident in the area, were involved in the start up of the local development of the region in the sixties. The statements and guidelines of the social balance approved by the regional government in 2004 require the creation of the best conditions to underpin the capabilities of each person and value his/her contribution for the community and its actors (enterprises, labour and human resources, schools, etc.)

Three countries invited to the benchmarking programme (France, Germany, The United Kingdom) have a longer and well tested tradition in this domain: this is the reason why the Veneto Government is grateful for the suggestions and proposals coming from the best practices of these countries. One of the partners,

that's Spain, is involved in the immigration more or less since the eighties, like Italy: its experience could be a good affinity in the processes adopted to face such a challenge in appropriate ways.

The outcomes of the benchmarking have been introduced into the programmes of the regional government for its policies and plans.

.2 The compared positioning of the region in the immigrants' integration policies in Italy

The last national research on the integration policies in the different Italian regions, promoted by CNEL and Caritas Migrantes in 2006, adopted a detailed grid for the evaluation of the integration of the immigrants, through 3 indexes and 21 indicators, according a Likert scale of 5 levels:

- *Polarization index*
- *Social stability index*
- *Job insertion index*

According to this research, Veneto is evaluated as the region where the offer of opportunities of integration policies is the highest in the country, followed by the following regions: Marche, Emilia Romagna, Trentino-Alto Adige and Friuli-Venezia Giulia.

.3 The strategy of the regional government

The leading strategy of the regional government tries to improve all the factors (tangible and intangible) connected with a positive and pacific integration policies policy, through the following guidelines:

- To favour the bottom up governance style and the decentralization of the responsibilities and programmes;
- To facilitate the matching between demand and offer through consultative bodies and economic players involvement;
- To ensure the minimal conditions of the hospitality and avoid the marginalization through social actors and municipalities involvement;
- To be oriented towards a pragmatic approach as a lab where to test and to be pioneer with pilot projects before adopting definite plans;
- to be up to date in performing and providing services and to monitor them for a continual improvement ;
- To exploit the internationalization of its economy to play a role also in the countries where the flows are generated;
- to value the vast emigrants community of the Veneto population spread in the world (especially in Latin America) to create useful links for the recruitment of human resources;
- To be player and not only payer in the enlargement of the international cooperation with effective micro-realizations (e.g. the re-installation of economic activities of the immigrants in their countries);

- to aim to use its resources for the cooperation and its contributions to the international agencies in “direct” ways (one to one), considering the huge waste of these funds and taking into account that the same resources, used with its own criteria cost-benefits, achieve a result many times more useful and effective.

What happens for the integration policies and the tendency to find the best level of the practices for the integration at regional and local level (permit to stay included), is the same symptom of the benefit of the decentralization governance and its benefits therewith.

The programme was composed by the following stages:

- The research and the collection of documents and data, on paper or on line, concerning the experiences and projects of the four countries which were partners in the programme (UK,E,D,F)
- Study visits by the main referent-partners for a discussion and for supplementary documentation
- The drawing up of a progress report on the research which is expected to be examined, integrated and approved by the partners involved;
- The dissemination of the programme outcomes at a European meeting of all the partners in Brussels.

.4 The tools of the research: database, questionnaires and indicators

The data concerning the immigrants’ integration policies have been explored by means of 3 tools of the social research:

- A questionnaire/interview, partly closed and partly open, with a detailed inquiry about the main factors and a relevant number of “indicators” of immigrants’ integration;
- Visits and meetings with the directors of the institutions (public and private) involved;
- A proposal of “documents, papers and web sites “which were useful to provide a full picture of the knowledge of the integration policies of the country concerned.

The main “factors” of the integration policies represent the contents of the benchmarking programme we have agreed to develop with the European partners of United Kingdom, France, Germany and Spain: they are very similar to them we have considered in the ROUTES Project.

They were five:

- ⇓ Documentation and data about the general scenario of integration
- ⇓ Housing Integration policies
- ⇓ Culture, education and language integration policies
- ⇓ Social and civil integration policies
- ⇓ Vocational training and labour market integration policies

.5 The selected indicators:

A series of relevant indicators concerning the processes of the integration has been applied for each factor in the form of "clusters": they form integrated groups of the most meaningful elements or components of the factors, which show their multiform features to permit a careful analysis of the subject and the way they are perceived by the experts in the field.

After a statement, which presents a short introduction to each cluster of indicators, the partners were requested to express an evaluation of the processes adopted in the integration actions in their country.

The sociological methodology is a mixed use of the "known experts" technique and the Delphi comparison approach for the scenarios' analysis and trends' perception.

All the indicators were evaluated in a Likert scale of 5 levels:

- 0 (no evidence at all of the indicator)
- 1 (some traces of objective evidence of the indicator, but largely insufficient)
- 2 (modest objective evidence, without sufficient precision and accuracy)
- 3 (good objective evidence of the indicator, with several gaps)
- 4 (excellent objective evidence of the indicator and available to be considered as best practice)

They permit the evaluation, mostly of qualitative type, with reference to the quality of objective evidence, consistency, effectiveness, usefulness etc. that an indicator implies, to be considered operational: the results coming from the indicators' performance offer an analytical methodology to establish a comparative relationship between the different actors or players of the benchmarking.

Moreover, the questionnaire clarifies both the expected result from the evaluation and the experiences, which are known or can be considered as best practices of that specific indicator. This last aspect is the crucial one for the success of the benchmarking programme.

The expected result or outcome was:

⇓ To find a general benchmark to propose an actual and precise improvement for all the partners, that's to say the position within the indicators and how much a partner should improve its performance to be at the level of the best in class: in our case, the Veneto Region Government, the promoter of the programme, is interested in developing a comparative evaluation with such a benchmark;

⇓ To detect from the experiences of the other countries the indicators we are in or factors of integration policies we have more successful levels or strengths and also the indicators of factors we can find the most evident weaknesses or difficulties we need to overcome to join acceptable levels of integration;

⇓ To find out a series of more specific benchmarks in each factor or in each cluster of indicators, to introduce more focused improvements, that can rise from one or another partner.

A. Documentation and data on the general scenario of the factors concerning the integration of immigrants

Statement:

To have a good preliminary knowledge of the complete and up-to-date data on the migration flows and their features is an important indicator of a good performance in the policies concerning the management of that problem and the pertinence of the decisions to be undertaken therein.

The legislation and norms framework is very important to achieve and implement the integration policies and the consequent actions. To have good laws and good rules on this matter facilitates the actual acknowledgement, even in progress, of the human rights in every domain, from (the) housing to education, from the cultural identity protection to the religious beliefs, the reconciliation of the families and so on.

Additionally, the legislation of the concerned countries tries to be coherent with the values table of the equality, freedom and solidarity established by the constitutional charters and the international declarations and treaties accepted by the majority of the states.

We are facing a paradoxical situation: the democracy implies the actual application of the rights for every human being, but the barriers on this path are multiple.

Therefore, it is quite difficult to find feasible solutions and to legitimate rapidly all the policies of integration. In this field, the experience of the countries, which have been tackling these difficulties (since) for several decades, can be very helpful for our programme.

Indicators:

A.1 Statistical Data

- Availability, traceability of the statistics on the migration flows in general
- Degree of the up-to-date statistics on the migration flows in general
- Availability, traceability and degree of precision of the statistics about the features of the flows (age, origin, competencies, permanency, steady stay, long stay, increase, impact...)

A.2 Legislation and norms

- International charters of the human rights (UN, ILO, UNESCO, Council of Europe, European Union etc.): degree of conformity of the immigration legislation framework and integration policies to the requirements of the charters
- European Union Directives: degree of reception and application into the juridical framework of the country
- Regional laws or decisions of the institutional intermediate bodies: the regions and the other local authorities approve laws, decisions or deliberations coherent with the national legislation framework

B. Integration in the housing policies

Statement:

One of the first needs of the immigrants is to have a house. The explosion of the migrations' flows, produced a gap between the quantity and quality of the demand and the quantity and quality of the offer. To rule such a fact is difficult and almost in all the countries the integration policies in the housing are late. Home has so many anthropological implications for the self-esteem, identity, integrity and safety of the persons, that any improvement in such an integration policy implies important benefits: a benchmarking with the experiences of other countries, regions, towns, public and private organizations, which are able to join creative, appropriate and transferable solutions, can be very helpful to be known and imitated.

An actual housing integration policy can be evaluated also, in its quality, through the location strategies, which establish a sort of "semiotics" of the both urban and rural territories, where people can decode the degree of the social exclusion and inclusion of the immigrants and their communities. This "imprinting" of the territory is often a self-generating vicious circle that produces new forms of exclusion.

An integration policy can be favoured or not by the reactions of the residents to arrivals and settlements of the immigrants and to the social behavioural patterns adopted.

Acceptance and hostility, dialogue and refuse, tolerance and prejudices deeply penetrate into the social dynamics and quality of relationships.

It seems evident that these dynamics are placed along a continuum hostility-hospitality: facts and events can change the positioning of the residents in the continuum.

A housing policy for the immigrants' integration also depends upon the quality of their social behaviours. They can present and develop behaviours and attitudes of assimilation, adaptation, tolerance and reception of the rules and social basic values (e.g. democracy) adopted in the host country, or on the contrary behaviours and attitudes of refuse and hostility against these rules and values.

The creation of specific offices (e.g. One-stop-shop for services to the immigrants), supporting territorial networks, effective communication strategies with user-friendly access, is strictly connected with a real and steady responsiveness to the primary need of housing.

To meet or match demand and offer in this field favours without any doubt the integration policies.

The existence of specific offices, networks (especially when mixed public/private), NGOs etc that undertake the mission to be helpers towards this policy, is an indicator of excellent performance in the integration. Key to this policy is of course the communication strategies, to let immigrants know what, how and where to look for a solution of their needs.

Indicators:

B.1 Statistical Data

- Availability, traceability and degree of precision of the statistical data concerning the present and presumable needs of houses for the immigrants
- Availability, traceability and degree of precision of the statistical data concerning purchasing or location of houses for immigrants
- Availability, traceability and degree of precision of the statistical data concerning the troubles of the housing integration policies and the bad conditions of the immigrants therein
- Existence of pilot experiences

B.2 Norms and rules

- Availability and traceability of national and regional documents concerning the housing integration policies
- Accreditation and surveillance on the housing market with respect to immigrants' demand and needs
- Norms, rules and strategies of the local authorities, municipalities, districts etc. in the urban planning connected with the immigrants housing policies
- Existence of grants, facilitated loans etc. to favour the housing integration policies

B.3 Location strategies

- Location strategies of the houses reserved to immigrants
- Distribution strategies of the houses for immigrants
- Quality of the actors who manage the offer and the distribution of houses
- Facilities and services which are complementary with housing and settlement

B.4 Social behaviours of the autochthonous residents

- Quality of the relationships and interactions or transactions between residents and immigrants
- Degree of reception-refuse attitude towards the immigrants
- Objective evidence of discrimination and marginalization (direct or indirect) of the immigrants and their communities

B.5 Social behaviours of the immigrants

- Type and quality of the social behaviours of the immigrants in general
- Type and quality of the social behaviours of the specific immigrants' communities

- Evidence of assimilation and adaptation
- Evidence of the passive resistance and narrow minded culture
- Evidence of open refuse of the rules and social values (e.g. women discrimination)

B.6 Specific Offices, Territorial networks and communication strategies for the housing integration policies:

- Existence of agencies for housing offers to immigrants
- The existence of One-stop-shops for services to the immigrants or somewhat similar for the immigrants in the public or private institutions
- The level of specialization of the personnel in charge of the offices or services
- The level of priority of these services or offices in the organizational design of the public institutions (e.g. social services or welfare assistance units)
- Quality of the communication strategies and the channel or tools used for information
- Advertising and diffusion of the information in appropriate languages

C. Cultural, educational and linguistic integration policy

Statement:

The three above mentioned integration policies are considered as unique cluster of indicators, for they are strictly bounded with each other.

It is not possible to obtain a cultural integration without a joint strategy of the education system and linguistic learning.

The successful practices of this type of integration policy are not so easily transferable and usually it happens in very complex and delicate forms, especially in the creativity sectors. For instance, the cross-fertilization between the different cultures in the United Kingdom or in France implied many objective evidences of the language and literature enrichment or in the performing arts, sports and other similar sectors in all the countries. Nevertheless, we can learn through the best practices and experiences of such an integration with which concerned policies have normally a positive impact on the quality of many “intangible” values of the host societies, e.g. on the quality of the gastronomic variety and enjoyment.

An effective and sustainable integration policy for the immigrants in the cultural, educational and linguistic domains needs to be connected with the creation of dedicated services and territorial support networks. However these cannot be only limited to the state responsibility, but should be also developed by the civil society, with bottom up programmes.

So the state uses the so called “long harm” strategy, ensures the basic services, encourages or endorses the actions and programmes set up and carried out by the vast networks of the social, cultural and educational actors of the society.

Indicators:

C.1 Statistical data

- Availability and traceability of the statistical data concerning the cultural, linguistic and educational programmes and actions
- Availability and traceability of the statistical data concerning the frequency and attendance at different level of the immigrants to the educational systems and schools
- Availability, traceability and degree of precision of the statistics concerning the present trends and future needs of integration of the immigrants children into the educational institutions

C.2 Education programmes and editing

- Presence of the colonization history and the immigration causalities in the texts adopted for the educational schemes without censure and misguidance
- Type and frequency of the stereotypes in the texts, literature, television emissions, meetings, press, concerning the immigrants or their segments
- Publications and issues of books, CD etc. on the historical, cultural and political profiles of the countries which the immigrants are coming from
- Education programmes for enhancing the awareness of the immigrants on the rights they can benefit from
- Existence of distance and customized training schemes for the immigrants

C.3 Investments and incentives

- Open tenders at least to the already resident immigrants
- Accreditation of schools and educational institutions specifically devoted to the immigrants' communities training
- Presence of cultural mediators
- Intercultural training schemes for the educators (trainers, teachers, animators)
- Offer of grants and scholarships to the students of the immigrants' communities

C.4 Dedicated offices, territorial networks and communication strategies for the cultural, education and linguistic integration policies

- Degree, frequency and diffusion of local specific actions, in favour of the immigrants' cultural, educational and linguistic integration, especially through the NGOs
- Level of accreditation and endorsement of the organizations promoting the actions
- Effectiveness of the communication strategies and channels or tools used for

D. Social and civil integration policy

Statement:

We separated the social and civil integration from the cultural, educational and linguistic one, only for reasons of clearness and practical utility, but it is evident that all these forms of integration are strictly related to each other.

In fact, the long-term goal of the social and civil integration is the “political” integration as full citizenship acknowledgement. Many doubts and **oppositions** have emerged on such a subject.

The demand of the civil and political participation is already emerging more and more: the example of the Hispanic community in the United States of America is nowadays enlightening.

Indicators:

D.1 Statistical Data

- Availability, traceability and degree of precision of the statistics concerning the actions and programmes set up and carried out for the social and civil integration of the immigrants

D.2 Norms and rules

- Degree of reception and application in the legislation and juridical framework of the statements and goals of the European Union Directives and the international charters and treaties (UN,OECD etc)
- Degree of openness of the national and/or regional legislation and rules with respect to the social and civil integration
- Presence of pilot experiences in the country concerning the social and civil integration of the immigrants
- Existence of a legislation concerning the asylum right
- Existence of legislative norms or rules for the health services for the immigrants
- Existence or legislative proposals in favour of the representation right of the immigrants or their associations within institutional bodies at least of consultative type
- Assurance of the equal opportunity norms, especially in favour of the women
- Presence of specific legislative protection against the practices insulting the physical integrity (e.g. mutilation of genitals) and other basic rights of the women and children (e.g. sexual exploitation)

D.3 Social behaviours of the residents

- Involvement of the immigrants as stakeholders in local development programmes or other projects and actions of the local communities at different levels (suburbs, districts, villages, municipalities, mountain communities, territorial pacts, local actions groups for Leader

Programmes, Agenda 21, territorial marketing, tourist promotion and tourist destination management...)

- Participation of the immigrants in the Trade Unions, cooperatives and consortiums, sport associations, recreational associations....
- Involvement in the local Festivals, sport competitions, events...

D.4 Social behaviours of the immigrants

- Active participation in the communities life and projects
- Creation of associations and movements supporting the awareness education programmes for the intercultural and inter-religious dialogue
- Contribution with social, typical and original creativity forms to the good reputation and better positioning of the place, area, town, tourist destination etc. (e.g. through typical produces, traditional trades and shops, original kitchen, music events, exhibitions....)

D.5 Media industry impact

- Presence of the immigrants and their integration into the emissions of the media industry
- Quantity and quality of the publications, magazines, newspapers

E. Vocational training and employment policies

Statement:

The basic motivation of the immigration flows is usually connected with the expectation of a job.

The access to the labour market should balance the benefits for both the references: the host country and the immigrants' flows.

Generally, the basic weakness of the "factor" is due to the lack or absence of a clear strategy, to rule the dynamics between the demand and the offer, the competencies required and the real people received, the changes of the needs of manpower in the economic sectors and the number of the people asking a job: in the many cases, the paradigm to explain the event is called "fractals", that's the mathematic formula of the chaos.

The European Union is trying to find out an integrated policy in this field for all the members.

Moreover, a new approach is needed: for example, the so called "diversity management" considers the competitive advantages of the multiethnic and multicultural human resources as a strength and opportunity to be taken into account and to transform into new and original produces or services the old ones or to find new ways for the value chains.

As far as the statistics are concerned, the knowledge of the statistical data about the active immigrants in the labour market and their distribution in the different sectors, can be considered a source of the greatest interest to understand how the immigrants are shared, in which areas they are more concentrated, which are the trends of the productive sectors and the forecasts of their vitality and growth.

Indicators:

E.1 Statistical Data

- Availability, traceability and degree of precision of the statistical data concerning the present and future needs of the immigrants as manpower
- Availability, traceability and degree of precision of the statistical data concerning the programmes and actions in the field of the vocational training and other forms of professional preparation and empowerment
- Availability, traceability and degree of precision of the statistical data concerning the types of the jobs, the types of the contracts, the existence of creation of enterprises, the existence of the black work and occult works etc.

E.2 Norms and rules

- Degree of conformity and application in the legislation frameworks and norms of the European directives and international declarations and treaties (e.g. ILO) about the integration of the immigrant workers
- Degree of openness of the stay permits for job
- Effectiveness of the national or regional or private actions to promote and manage the vocational training, the orientation, recruitment and appointments of the immigrants
- Consistency and continuity of the immigration quotas

E.3 Investments and incentives for the creation of enterprises managed by immigrants

- Access to the credits and loans for self-employment and enterprises creation
- Participation in fairs and trading
- Diversity management
- Acknowledgement of the typical produces

E.4 Facilities and services for the integration in the vocational training and employment policies

- Presence and realization of actions concerning the integration of immigrants in the vocational training and employment policies from the recruitment to the orientation, from the training before job to the training on the job
- Existence and availability of services (One-stop-shops for services to the immigrants) in the employment centres and in the job agencies, with the help of intercultural and linguistic mediators
- Services for the accreditation and acknowledgement of the competencies
- Services of acknowledgment of the study certificates of their country
- Territorial mobility projects, to favour the reintegration in their original countries

E.5 Behaviours of the public and private offer for employment integration of the immigrants

- Pertinence and congruity of the immigration quotas

- Presence of a careful analysis of the needs and request of professional jobs in the labour market of the country
- Existence of "concertation tables "(according to the "new governance"proposed by the European Union) or meetings between public institutions, employers' associations, workers' representative unions, concerned NGOs etc. in order to harmonize the immigrants' integration policies and programmes in the labour market
- The quality of the interactions and transactions between request (economy) and offer (manpower)
- Awareness of the immigrants on their rights in the job interactions and transactions
- Existence of specific agencies or services for the immigrants' employment
- Access of immigrants also to the Public Organization posts or vacancies
- Degree of reduction of the black market or shadow economy and commitment of the public authorities to avoid it

2. The best practices inventory, proposed by the European partners:

A. Documentation and data on the general scenario of the factors concerning the integration of immigrants

All our partners have a good level of availability and accessibility of the statistic data concerning the immigration flows.

Comments:	References and proofs on the best practices:
GERMANY	
<p>Germany offers a very good level of availability and accessibility of the statistic data concerning the immigrants' flows.</p> <p>The perception of the quality of the legislation framework and norms is also satisfying, especially for the clearness and application.</p>	<p>The references are:</p> <p>www.bmi.bund.de</p> <p>www.stamas.bayern.de/migration</p> <p>www.bamf.de</p> <p>BAMF – BUNDESAMT FÜR DIE MIGRATION UND FLÜCHTLINGE:</p> <p>They are responsible of the “first step” of the immigration integration: this Agency was founded with the mission to recognize the refugees and assist them for the first integration processes. Later, the number of refugees dropped and the mission of the Agency was enlarged to all immigrants.</p>
SPAIN	
<p>Our referents evaluate the availability and accessibility of the statistic data quite good (the private organizations consider them more positively than the public ones).</p> <p>Also the situation of the norms and legislation framework is considered good, although a certain degree of uncertainty is present, because of the great number of amendments of the main law n.4/2000, which generate certain confusion both in the immigrants and in the public institutions. Some of</p>	<p>For the statistic data:</p> <p>Observatorio Permanente de la Inmigración-Ministerio de Trabajo y Asuntos Sociales: www.estanjeros.mtas.es/es/general/ObservatorioPermanente_index.html</p> <p>Instituto Nacional de Estadística (INE)-Padrón: www.ine.es</p> <p>Ministerio del Interior –Oficina de asilo y rifugio: www.mir.es</p> <p>Observatorio Vasco de Inmigración: www.ikuspegi.org</p> <p>Colectivo IOE: www.nodo50.org/ioe</p> <p>For the legislation and norms:</p> <p>Secretaria de Inmigración-Generalitat de Catalunya – Plan de Integración ciudadana</p>

<p>them are still under judgement of the Constitutional Court.</p> <p>The best norms seem to be:</p> <ul style="list-style-type: none"> • The registration of every immigrant(s) in the municipality, with access to the social and health services, without considering the legal status • The creation of a Forum for the Social Integration of the Immigrants as main consultative body for the integration policies • The juridical mandate to support and finance the NGOs and the immigrants' associations 	<p>Comunidad de Madrid – Plan de Integración: CASIS; OFRIM: www.madrid.org</p> <p>Oficina del Defensor del pueblo: www.defensordelpueblo.es</p> <p>Observatorio Permanente contra el Racismo y la Xenofobia</p>
<p>FRANCE</p>	
<p>As far as the statistic data and their accessibility are concerned, it is necessary to point out that in France there are some constraints about the personal data and it is not so easy to elaborate them, even if the goal concerns specifically the knowledge of the immigration flows and features.</p> <p>Anaem registers the data according to the medical visits for people who want to stay for more than 3 months, and the Home Office elaborates them according to the stay card. Therefore the data have many differences and do not distinguish the immigrants coming from extra-communitarian countries,</p>	<p>For the statistic data:</p> <ul style="list-style-type: none"> • INSEE: www.insee.fr http://www.insee.fr/fr/ffc/ipweb/ip1098/ip1098.html <p>For the best practices of the regional and local policies:</p> <ul style="list-style-type: none"> • The Piccardie Region has realized the action “Femmes et accès à l'emploi”: 3 projects have been carried out. The first for the women to promote the access of women to the male professions and trades, the second the creation of a coaching team of 10 immigrant women who have had success : they accompany other young women just arrived to France to insert into the labour market, under condition they have a high school graduation; the third action is the creation of a local development agent who works in favour of the employment of women. • A certain number of local authorities has published guides and manuals to facilitate the procedures of the immigrants. <p>Three institutions which operate good practices in the guarantee of the human rights of the immigrants are:</p> <ul style="list-style-type: none"> • Against the discriminations: La Haute autorité de lutte contre les discriminations et pour l'égalité (HALDE): http://www.halde.fr/; FASILD: Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations: http://www.fasild.fr/; SOS Racisme: http://www.sos-racisme.org/ (testing e ricerche)

<p>communitarian countries or others.</p> <p>Nevertheless, the available data are good enough.</p> <p>The conformity of the French legislation and norms to charters of the human rights and the European directives is usually considered good.</p> <p>Moreover, the national legislation and normative framework establishes only the general orientation: the local authorities (Regions, Departments and Municipalities) are invited to organize and manage specific Plans and Programmes for the integration policies, like the PRIPI (Programme régional d'insertion des populations immigrées) for the regions and the PDA (Plan départemental d'accueil) for the Departments (executive decree n.2003-537 - 24 November 2003).</p>	<ul style="list-style-type: none"> • For the educational integration: http://www.educationsansfrontieres.org/ • For the asylum seekers: http://www.france-terre-asile.org/ • For the job: http://www.gisti.org/
GREAT BRITAIN	
<p>The evaluation of our referents on the quality and traceability of the statistic data are different: for some the data are accessible and available with satisfying evidence, for other no.</p> <p>Generally speaking, the UK does apply the legislation of the European Union, although some specific opt-outs have been negotiated at international level.</p> <p>The position of refugees and</p>	<p>http://www.ippr.org.uk/publicationsandreports/publications.asp (this website provides information about the overall migration presence in UK including economic migrants which is harder to monitor)</p> <p>It is easier to trace the numbers of asylum seekers coming to the UK with relative precision</p> <p>http://www.unhcr.org/cgi-bin/texis/vtx/statistics/opendoc.pdf?tbl=STATISTICS&id=4486ceb12</p> <p>The Workers' Registration Scheme statistics are published every six months. The Inland Revenue oversees the National Insurance numbers.</p> <p>Home Office contact's references</p> <p>For information on immigration rights: www.workingintheuk.gov.uk</p>

<p>asylum seekers is not entirely satisfactory as there can be long delays in investigating their situation and regularising their position. Until this is done, they can be confined for long periods, or allowed to live in the community, but barred from working, and with insufficient means of support.</p>	<p>Accession monitoring report – latest May 2004-March 2006, on Home Office website. www.ind.homeoffice.gov.uk/aboutus/reports/accesion</p> <p>Some signs of information being provided at an official level. The information available on the Home Office website, which includes provision in other languages, www.direct.gov.uk gives very clear guidance on many subjects such as benefits provision, workers' rights, driving regulations etc.</p> <p>Far more important has been the growth of advice and support groups which have been fairly uncoordinated and have arisen through local demand, plus work done by the TUC, Citizens Advice Bureaux etc. Trade Union Council brochure available in several languages www.tuc.org.uk/tuc/workingintheuk.pdf http://www.dea.org.uk/dea/index.html http://www.dea.org.uk/dea/r.html</p> <p>References and best practices: http://www.islingtonschools.net/Services/emas/mobility/teaching/ http://www.continyou.org.uk/content.php?CategoryID=652 (supplementary mother tongue schools)</p>
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B. Integration in the housing policies

Comments:	References and proofs on the best practices:
GERMANY	
<p>As far as the statistical data about the housing integration policies are concerned, the situation is considered satisfying: however, the institutions or the organizations, which collect and elaborate these data, are private and do such a work very carefully.</p> <p>The evidence of proactive legislation frame in favour of the housing integration policy is poor, except for the German people coming from Soviet Union and those areas. The housing integration is completely under the market law. The</p>	<p>For the statistic data:</p> <ul style="list-style-type: none"> • Zentrum fuer Tuerkeistudien: www.zft-online.de • www.integrationsbeauftragte.de <p>For the best practices, our referents point out:</p> <ul style="list-style-type: none"> • Planerladen e.V. Dortmund: www.antidisk.de http://www.planerladen.de • Institut fuer Deutsch-Tuerkische Integrationstudien und interreligioese Arbeit e.V. -Luisering 15 68159 MANNHEIM Referents: Talat Kamran e Ulrich Schaefer www.institut-mannheim.de • The National Programme „ Social Integrative City”– www.sozialestadt.de

<p>purchase of a house is not connected with the citizenship.</p> <p>The evaluation on the location strategies: the evidence of the mono-ethnic areas or the density of the immigrants in peripheries is quite high, even if there are no slums or "favelas". Nevertheless, the facilities and services are provided (trasnsports,water,electricity, telephones...).</p> <p>The barriers "off limits"are not evident and the discrimination is only "latent".</p> <p>Also the territorial networks and specific offices for the support to this problem, are satisfying.</p> <p>A note on the "one-stop office ": the experiences are not so positive and it is not easily applicable.</p> <p>As far as the social behaviour of the immigrants, there are no heavy problems, for the moment.</p>	
<p>SPAIN</p>	
<p>As far as the statistical data about the housing integration policies are concerned, the situation is considered satisfying.</p> <p>The evidence of proactive legislation frame in favour of the housing integration policy is poor. However, there are many agencies which take care of this problem.</p> <p>The evaluation on the location strategies: the evidence of the mono-ethnic areas or the density of the immigrants in peripheries is quite high, even if there are no slums or "favelas".</p> <p>As far as the social behaviour of the immigrants, there are no heavy problems.</p> <p>Our referents point out the phenomenon of the high prices of the houses lease.</p>	<p>Good practices for the statistic data:</p> <p>Colectivo IOE: www.nodo50.org/ioe</p> <p>The text: Aparicio R.,Tornos A.. Van Hum C, Gómez Sota F.: Inmigrantes y vivienda en la Comunidad Valenciana, Valencia,CIM,2003.</p> <p>To favour the housing integration:</p> <p>Provivienda (Organisation managed by the Comunidad Autonoma de Madrid to offer an information service about the housing market benefiting immigrants):</p> <p>www.madrid.org/cservicios_sociales/provivienda.htm</p> <p>www.provivienda.org</p> <p>Sevilla Acoge (NGO)</p> <p>On the location strategies:</p> <p>Sylvia Fernandez, Mancomunidad del Sureste</p>

<p>The interaction between residents and immigrants is not so good and positive, but tolerant enough.</p> <p>The territorial networks and offices for the support to the immigrants in the housing integration are not positively evaluated: nevertheless, there are some good practices, here mentioned.</p>	<p>(She has realized a good practice in the urban planning for the immigrants) sylviafernandez@mancomunidadesureste.org</p> <p>On the interactions between immigrants and residents: Centro de Investigaciones Sociales. It set up and carries out research and monitoring on the urban social integration: www.cis.es e-mail: cis@cis.es</p> <p>A good example of territorial network devoted to the integration is: AESCO, for the immigrants coming from Colombia: www.aescoong.org e-mail: aescoconcordia@yahoo.es</p>
FRANCE	
<p>For the statistic data, there are problems because of the privacy protection.</p> <p>The legislation and normative frame is focused on the standard of the house: according to a Decree of 30 January 2002, the house must be endowed with minimal standard (“decent”). The permit of stay is connected with the evidence of lodging.</p> <p>The evaluation of our referents on the commitment of the public institutions for the survey on that problem, is very positive.</p> <p>The evaluation on the location strategies: the evidence of the mono-ethnic areas or the density of the immigrants in peripheries is quite high, even if there are no slums or “favelas”(except for some towns).</p>	<p>Best practices of commitment of the institutions in the housing integration policies:</p> <ul style="list-style-type: none"> • ANAEM (our referent) • Fondation Abbé Pierre: e-mail: abpierre@fondation-abbe-pierre.fr; http://www.fondation-abbe-pierre.fr/ • La direction de la population et des migrations (DPM): http://www.social.gouv.fr/ • CNH (Conseil National de l’Habitat) pour la lutte contre les discriminations dans le logement (2005) • FASILD: Fonds d’action et de soutien pour l’intégration et la lutte contre les discriminations: http://www.fasild.fr/ <p>For the researches on the interactions between residents and immigrants:</p> <ul style="list-style-type: none"> • http://www.sonacotra.fr/in-quisom.html
GREAT BRITAIN	
<p>As far as the statistical data about the</p>	<p>For the best practices in the housing integration policies:</p>

<p>housing integration policies are concerned, the situation is considered not satisfying.</p> <p>The evidence of proactive legislation frame in favour of the housing integration policy is poor.</p> <p>As far as the facilities and services the facilities and services (transports, water, electricity, telephones...), the situation is evaluated as sufficient.</p> <p>The housing integration is completely under the market rules.</p> <p>Also the territorial networks and offices, to support the immigrants in this integration, are weak.</p>	<ul style="list-style-type: none"> • Example of self-help community association www.sikorskipolishclub.org.uk National Federation of Poles in Great Britain www.zpwb.org.uk <p>Housing and educational policies do not fall within the remit of Jobcentre Plus, but it might be worth contacting Sue Stoner at Gloucester City Council for information on housing policies locally, and Penny Krucker and Mary Wormington for information on schools services. There is a project in Gloucestershire called 'Circle' aimed at immigrant inclusion.</p> <p>There are examples of positive experiences in the web sites: Some examples of positive actions:</p> <ul style="list-style-type: none"> • CRE (Code of Practice in Rented Housing) http://www.cre.gov.uk/gdpract/housing_code.html • HACT Development Agency http://www.hact.org.uk/ • Housing Corporation Black http://www.housingcorp.gov.uk/server/show/conWebDoc.3843 • BME Associations: ethnic-led housing associations www.housing.org.uk • Tackling Racial Harassment: Code of practice for social Landlords (DETR 2001) http://www.communities.gov.uk/index.asp?id=1155708 • Housing Race Equality Toolkit http://www.dmuracetoolkit.com/indexframe.htm • PATH (Positive Action Training in Housing) www.unesco.org/most/westeur5.htm, http://www.pathyorkshire.org.uk/ • The Big Issue http://www.mediauk.com/magazines/35984 • http://www.hact.org.uk/ • http://www.homeless.org.uk/ • http://www.casweb.org/kchp/ • http://www.refugeehousing.org.uk/ <p>For the behaviours of the residents: http://www.jrf.org.uk/knowledge/findings/socialpolicy/0085.asp</p>
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C. Cultural, educational and linguistic integration policy

Comments:	References and proofs on the best practices:
GERMANY	
<p>For the availability and accessibility of the statistic data, the evaluation is very good.</p> <p>Also the other indicators concerning the educational programmes and the absence of stereotypes in the cultural production are quite evident.</p> <p>The presence of cultural mediators and programmes for the intercultural training of the teachers is weak.</p> <p>The integration of the immigrants' children is very good in the low levels of the school (Kindergarten, primary school and vocational schools) but is less evident in the high school.</p> <p>The evaluation on the territorial networks of support, the situation is considered satisfying, thanks to the "self-helping" organizations.</p> <p>As far as the "linguistic" integration is concerned, the private volunteers mostly carry out the activities: sometimes the Ministry of the Culture provides contributions and grants. The employers give the permission to attend the courses during the working time. No many other supports.</p>	<p>Best practices on the cultural, educational and linguistic integration:</p> <ul style="list-style-type: none"> • cultural integration: www.deutscheausrusland.de • intercultural training for the teachers: www.bildungsserver.de • scholarships for the immigrant students: www.vodafone-stiftung.de e www.buddy-project.de • "Spielend lernen in Familie und Stadtteil", Nürnberg www.bff-nbg.de • Project "Interkulturellen Pädagogik" www.ifp-bayern.de
SPAIN	
<p>The availability and accessibility of the data is good.</p> <p>Also the educational programmes and publications are positively evaluated by the institutional referents, less by the</p>	<p>For the data:</p> <ul style="list-style-type: none"> • CIDE (Centro de Investigación y Documentación Educativa)-Ministerio de Educación y Cultura: www.mec.es/cide/ <p>Best practices on the media attitudes:</p>

<p>immigrants' organizations.</p> <p>All the other indicators receive a good evaluation of evidence.</p>	<ul style="list-style-type: none"> • www.periodistasvascos.com/inmigración.html <p>Best practices on the editing of texts:</p> <ul style="list-style-type: none"> • Editorial Santillana: it makes a careful audit of the texts, to erase or avoid all the negative references to the immigrants/communities or societies. • The programme EQUAL "Madrid entre dos Orillas", started many actions and good practices on the cultural exchanges between the two rivers / Spain and Maghreb): www.entredosorillas.org • The Municipality Council of Madrid has created an Observatory on the immigration and the cultural life together": www.munimadrid.es/Principal/monograficos/ObservatorioMigra/
FRANCE	
<p>On the statistical data, the evaluation is positive. E.g. ANAEM elaborates dossiers for accompanying the educational activities connected with the integration contract.</p> <p>Also the other indicators concerning the educational programmes and the absence of stereotypes in the cultural production are quite evident.</p> <p>The presence of cultural mediators and programmes for the intercultural training of the teachers is weak.</p> <p>The integration of the immigrants children is very good in the low levels of the school (Kindergarten, primary school) but is less evident in the high school and Universities.</p> <p>FASILD organizes many actions in favour of the cultural integration policy, through women "relais", cultural mediators and social workers.</p>	<p>For the best practices of the institutions and the institutional networks:</p> <ul style="list-style-type: none"> • FASILD: Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations: http://www.fasild.fr/-M.me Bernard: mbernard@fasild.fr • CAI: Contrat d'Accueil et d'Intégration(ANAEM) http://www.social.gouv.fr/htm/pointsur/accueil/som_cai.htm • Ministère de l' Education Nationale: Project CLIN (classe d'initiation), Project CLA (Classe d'adaptation) and MGI - Mission Générale d'Insertion: M.me Bargas –e-mail: dominique.bargas@education.gouv.fr
GREAT BRITAIN	
<p>The availability and accessibility of the data is good.</p>	<p>For the educational and cultural integration policy:</p> <ul style="list-style-type: none"> • Community group START (Students and refugees

<p>Also the educational programmes and publications are positively evaluated by the institutional referents, less by the immigrants' organizations.</p> <p>All the other indicators receive a good evaluation of evidence.</p> <p>The integration of the immigrants children is very good in the low levels of the school (Kindergarten, primary school) but is less evident in the high school, but it is again high in the Universities and PhD courses..</p>	<p>together info@studentsandrefugeestogether.com</p> <ul style="list-style-type: none"> • Hampshire Ethnic Minority Achievement Service www.hants.gov.uk/education/ema/ • Islington Schools www.islingtonschools.net • Progress GB is a development Partnership with national and regional partners who are planning regional pilot projects and new national projects under Theme E (Lifelong Learning) They are consulting stakeholders, seeking match funding and establishing transnational partnerships for the implementation of the work. Central Coordination Team:- Lead Officer sue.waddington@niace.org.uk Progress GB Manager jane.watts@niace.org.uk • The main partners are NIACE (National Institute of Adult Continuing Education), Fiona.aldridge@niace.org.uk ; Learndirect, which operates the National Learning Advice line and will be developing 3 new language services to assist refugees and migrants, John Lawton at jlawton@ufi.com; Midland Refugee Council, a charity, working to enhance refugee access to self- • Academic research on immigrant and diversity issues www.workinglives.org, includes report on migrants in food and drinks sector. Joseph Rowntree Federation www.jrf.org.uk includes 'Fair enough? Central and East European migrants in low-wage employment in the UK' • Another example of local initiative for schools, in Hampshire www.3.hants.gov.uk/ema-school-newsheet-may-05pdf and www.hants.gov.uk/education/ema <p>For the linguistic integration policy:</p> <ul style="list-style-type: none"> • ESOL (English as Second or Other Language) provided by the Learning Skills Council. <p>Best practice for the portals or vortals concerning the cultural integration:</p> <ul style="list-style-type: none"> • Polski Bristol (a voluntary group which works towards the integration of Polish immigrants in the community they live in. The description of this group can be found on: http://www.swslim.org.uk/documents/themes/lt12-verne2.ppt
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D. Social and civil integration policy

Comments:	References and proofs on the best practices:
GERMANY	
<p>For the statistical data and legislation frame, the evaluation is positive, except for the right of vote. The normative frame of Germany is particularly careful for the protection of the women and children. As far the present indicators are concerned, we have to draw the attention to the political and institutional evaluation of the immigrants status which was current until a few years ago: the "Gastarbeiter" were in Germany mostly as "job seekers", therefore the "cultural" integration and the specific attention to their own culture in education was considered a non-sense. The politicians hoped that finally these immigrants should come back to their country. On the contrary, the social perception of the normal population was opposite and much more realistic: they were not only "Gastarbeiter" in stand by looking forward to coming back, but they were "married", with families, with children, who are and feel much more "German" than Italian, Turkish or something else. Therefore, the "institutional" attention to the cultural integration (and also social, linguistic...) has been poor, at least until 2004: this year is a</p>	<p>For initiatives involving immigrants in festivals, sport and events</p> <ul style="list-style-type: none"> • Karneval der Kulturen (Berlino) • Project "Zuwanderer in der Stadt" www.zuwanderer-in-der-stadt.de e www.schader-stiftung.de • Ein neues Integrationsprogramm für Nürnberg: www.forum-interkultur.net • www.muenchen.de/interkult e <p>For the promotion of networks between immigrants' associations and communities:</p> <ul style="list-style-type: none"> • Interkultureller Rat: www.interkultureller-rat.de • Bundesarbeitsgemeinschaft der Immigrant*innenverbände: www.bagiv.de • Deutsch-Türkisches Wirtschaftszentrum a Manheim www.dtw-manheim.de • Internationaler Frauentreff Sossenheim, Frankfurt am Main www.frankfurt-sozialestadt.de/sossenheim_dunant.htm <p>Kunst im Stadtteil, Hamburg: www.mümmelmansberg.de Bundesarbeitsgemeinschaft der Immigrant*innenverbände: www.bagiv.de</p> <p>Best practice ofr of the presence of immigrants in the media industry: "Was guckst du ?" www.sat1.de/comedy_show/wasgucksdu/show</p>

<p>turnabout in the integration policy, because it recognize that the immigrants are not longer only “Gastarbeiter”, but integrated part of the German society and the social, cultural and civil integration must be accepted and favoured. But the “process”of that integration will be slow.</p> <p>The participation of the immigrants to the local development actions is good, thanks to the great number of immigrants’ representative associations.</p> <p>The impact of the immigrants on the media industry is weak.</p>	
<p>SPAIN</p>	
<p>On this subject, the availability of statistical data is not yet developed. The normative frame is considered satisfying. The indicator concerning the “health services”is excellent.</p> <p>The other indicators concerning the participation of the immigrants associations and communities to the social life of the country are quite good.</p> <p>The impact of the immigrants on the media industry is evaluated high enough, and the actions of the immigrants in this domain are evaluated as excellent.</p>	<p>Best practice of immigrants’ involvement in the local development policies:</p> <ul style="list-style-type: none"> • Foro para la Integración Social de los Inmigrantes (one of our referents) -e-mail: lcachon@cps.ucm.es • “Mesas de dialogo y Convivencia “: www.munimadrid.es/Principal/monograficos/ObservatorioMigra/ • http://www.terral.ws/ • http://orbita.starmedia.com/inmigracion_dely/ • http://www.somostetuan.net/node/163 • http://www.cruzroja.es/ • Consejo Ciudadanos de Participación – Murcia: it is operating for the training and empowerment of the immigrants for the promotion of associations and the sensitisation of the residents • Network Ithaca-Murcia: a very good initiative for the global integration policies • Organizzazione ACCEM http://www.accem.es

FRANCE	
<p>The availability of data is very good, thanks to a great number of public and private actors who are committed on this domain.</p> <p>The normative frame is very strong and clear for some subjects, like the protection of the women and children, equality in the couple relations, repression of the violence etc.</p> <p>France has created a High Authority for the actions against the discriminations (HALDE, above mentioned).</p> <p>The indicator concerning the “health services” is excellent.</p> <p>The quality of the social and psychosocial interactions is more positive for the immigrants than for the residents.</p> <p>The media industry seems more available than in the other countries to host the immigrants’ cultures, opinions and experiences.</p>	<p>Best practices of the institutional commitment for the civil and social integration policies:</p> <ul style="list-style-type: none"> • ANAEM: ANAEM provides all the training activities connected with the “integration contract” (civil education, linguistic courses etc.) • FASILD: Fonds d’action et de soutien pour l’intégration et la lutte contre les discriminations: http://www.fasild.fr/ • GISTI: www.gisti.org • RESF <p>http://www.educationsansfrontieres.org/sommaire.php3</p> <p>Best practice of the survey and studies on the social and psychosocial behaviours:</p> <ul style="list-style-type: none"> • http://www.sonacotra.fr/in-quisom.html • http://www.cites-unies-france.org/html/home/index.html
GREAT BRITAIN	
<p>The evidence of this cluster of indicators is very weak: the only indicator evaluated as sufficient is the immigrants’ Organisations.</p>	<p>Best practice on the social integration:</p> <ul style="list-style-type: none"> • Local authority organisations working with migrants include in Lincolnshire www.migrantworker.co.uk and in Herefordshire www.welcometoherefordshire.co.uk <p>Other sources of best practices:</p> <ul style="list-style-type: none"> • New Link Centre www.peterborough.gov.uk/page-3838 • www.interfaith.co.uk • www.timetogether.org.uk • www.neighbourhood.gov.uk/faith_communities.asp?pageid=169 • www.adviceguide.org.uk

E. Vocational training and employment integration policies

Comments:	References and proofs on the best practices:
GERMANY	
<p>The availability of data is excellent.</p> <p>The main sectors which absorb immigrants' manpower are: tourism, handicraft and services to the persons and families. The presence of immigrant workers in the public administration, cultural industry and third sector is weak. Many of the jobs are refused by the residents.</p> <p>There is no evidence of a policy or programme for a recruitment of the immigrants before their arrival to Germany.</p> <p>There is evidence of the black work.</p> <p>The most part of the not regular workers is the women who assist the aged people: they normally are coming from Poland, Hungary and other new member states of the EU and they don't need the permission to entry.</p> <p>A particularly interesting trend is the creation of enterprises or self-employment initiatives by the immigrants. The typical products of the immigrants are appreciated in the German market.</p> <p>As far as the self-employment and enterprises creation, the changes of the welfare conditions in the legislation of the last years (the unemployed people receive a subsidy only for 1 year), many unemployed try to create a small independent business to achieve the status and the welfare benefits of the artisans and other corporations and trades. Moreover, the state favours such a solution and helps with many financial contributions and aids.</p> <p>Job Agencies provide technical assistance and counselling for that purpose. This is the reason why the evaluation of the evidence is 3 but the trend</p>	<ul style="list-style-type: none"> • Arbeitsagentur http://www.arbeitsagentur.de/ • Lotsenprojekt "Die Brücke": www.sparrplatz-quartier.de • REGSAM München www.regsam.net and REGSAM Moosach www.regsam-moosach.de • Project "Der Ausbildungsverbund des Interkulturellen Bildungszentrums" for the assistance and guidance of the young immigrants to the labour market www.ikubiz.de/abv.htm • Projects for the Vocational guidance (Berufliche Orientierung) to the Hummelsteiner Weg School of Nürnberg where approx. 70% of the students are immigrants www.suedstadtkids.de

<p>moves towards the evidence 4.</p> <p>The action concerning the reintegration for the immigrants for job or enterprises creation in their countries is carried out by the BAMF.</p> <p>The vocational training activities are well ensured.</p> <p>As far as the action of the different social actors involved in the employment services is concerned, the “best practice” is connected to the action of the immigrants’ associations, NGO or self-help organizations. The action of the Trade Unions and workers’ organizations is the second best. The employment services provided by the state and by the employers’ associations are poor and insufficient. The networking between all or part of these actors has no evidence or not yet.</p>	
<p>SPAIN</p>	
<p>The evaluation on the availability of data is sufficient.</p> <p>The main sectors which absorb immigrants’ manpower are: agriculture, tourism, and services to the persons and families.</p> <p>Many of the jobs are refused by the residents.</p> <p>There is evidence of the black work.</p> <p>On the normative frame, the evaluation of the institutions and the immigrants’ associations is different: more positive for the institutions, less for the immigrants. They complain their absence in the active policies for the employment.</p> <p>The evaluation on the investments and incentives for the enterprises creation or independent activities is very positive. There is also evidence of actions for the re-insertion of immigrants in their original country.</p> <p>Spain uses very much the table of agreement to match the local actors with the immigrants’ representations, in order to find out the best solutions of the problems.</p>	<p>Best practices concerning the vocational and professional integration policies:</p> <ul style="list-style-type: none"> • Programme Equal: www.mtas.es/uafse/equal/documentacion.htm And also: www.eneas-equal.mtas.es <p>For the enterprises creation by the immigrants:</p> <ul style="list-style-type: none"> • Programme Equal (Unsolmon Foundation – Caixa cataluña -Barcelona): www.unsolomon.org or www.obrasocial.caixacatalunya.es (Charity). This Bak has a certain number of initiatives called: “5 years of job creation projects”. <p>Best practices from the territorial networking:</p> <ul style="list-style-type: none"> • Federación Acoge: www.redacoge.org

FRANCE	
<p>On the statistical data the evaluation is positive, especially for the conditions and requirements of the recruitment (the so called “immigration choisie”).</p> <p>The impact of the black work and irregular workers is weaker in France than in the other countries. ANAEM confirms that 13% of the enterprises creation in France is due to the immigrants. The presence of the immigrants in the cultural industry, sport and third sector is also meaningful.</p> <p>The immigrants complain their absence in the active policies for the employment.</p>	<ul style="list-style-type: none"> • ANPE http://www.anpe.fr/ • Immigration et marché du travail (n.94 Avril-juin2006), in the magazine «Formation emploi - Centre d'études et de recherches sur les qualifications (CEREQ)» • Fédération AEFTI (Fédération des Associations pour l'enseignement et la formation des travailleurs immigrés et de leurs familles). http://www.aefti.fr/
GREAT BRITAIN	
<p>The statistical data are at different levels: more careful are those concerning the jobs which are “refused”by the residents, less for the other data. The access of the immigrants to the public administration jobs, to the cultural industry, to the media and third sector, is more evident than in the other countries.</p> <p>There are some evidence of the so called “diversity management”, (in the University courses).</p> <p>The typical produces of the immigrants’ communities are appreciated and the “kitchen”of the immigrants is very spread in the UK.</p> <p>Also UK uses very much the table of agreement to match the local actors with the immigrants’representations, in order to find out the best solutions of the problems.</p>	<p>Best practices on the vocational and professional insertion:</p> <ul style="list-style-type: none"> • The EQUAL programme is part of European Social Fund work. It is an initiative that tests and promotes new means of combating all forms of discrimination/inequalities in the labour market through transnational cooperation. www.objective3.org/equal and www.equal-works.com • employment by working with arts, community and business organisations: DavidForbes@mrcbirmingham.co.uk, Birmingham University, centre for Urban and Regional Studies, which will develop accreditation of prior learning and work based learning models Lisa Goodson at l.j.goodson@bham.ac.uk, Jenny Phillimore at j.a.phillimore@bham.ac.uk ;the North East Consortium for Asylum and Refugee Support, nadeem.ahmad@newcastle.gov.uk, Mohamed Nasreldin at mn@refugee.org.uk;and the Exeter Council for Voluntary Service, which is working to develop a multi-agency network in the south-west for the integration, learning and employment of refugees. Gabi.recknagel@exetercvs.org.uk

New Governance in the European Union: the contribution of the Stockholm Region⁶⁷

Introduction

The European Commission has sent the White Book on New Governance in the European Union out for broad circulation for comment within the Union. The Stockholm Regional European Committee (SEU), a co-operative body representing the City of Stockholm, the Stockholm County Association of Local Authorities and the Stockholm County Council, to which the Council for the Stockholm-Mälars Region is also co-opted, has decided to deliver its opinion on the White Book to the Swedish Government, the Swedish Ministry for Foreign Affairs and directly to the European Commission.

Fundamental points of departure for greater involvement of local authorities and regions/counties in European affairs

The Swedish Association of Local Authorities and the Federation of Swedish County Councils have in a joint statement addressed the fundamental points of departure for local authorities and regions in Sweden concerning their views on European governance and the role that local authorities and regional bodies should play in European affairs. In all essential respects, SEU concurs with their standpoints on matters of principle.

Local authorities and regions/county councils consider representative democracy, municipal self-government and the principle of subsidiarity to be self-evident and fundamental precepts. Local authorities and regions/county councils are vital elements of representative democracy in Sweden and have, through the Swedish Constitution, the Local Government Act and other laws, been allocated responsibility for many important public duties. Seen from the European perspective, they also enjoy relatively comprehensive independence with respect to financing of their activities and how they are organised and performed.

Local authorities and county councils are represented by representatives elected by the public. These bodies must therefore be accorded an exceptional position in European affairs compared to volunteer organisations or similar organisations and networks, which are mentioned frequently in the White Book. Volunteer organisations often do very good work and can most certainly perform important tasks in many areas, but can never replace representative democracy and our representatives for the local or regional level.

Reason for particular consideration to urban regions

The majority of Europeans live in urban areas. About half of the people of Sweden live in the three urban counties. The urban population is thus a substantial part of the total population affected by laws passed

⁶⁷Our partner Stockholm Region presented, the 27 of March 2002, a note to the European Governance White Book: the interest for the comments proposed is strictly connected to the "vision" on the governance styles.

within the EU and at the national level. It thus seems logical that the bodies able to represent these regions are given special scope in various draft processes for new laws, both nationally and within the EU. The urban regions generally have great and often critical significance to economic development, nationally and for the EU as a whole. Accordingly, smoothly functioning urban regions are a matter of public interest. In that context, it is also crucial to promote growth in urban regions.

Urban regions are often regarded in light of the preceding points on economic growth and are thought to be affluent regions. They are also, however, frequently characterised by substantial economic and social imbalances. The gap between people's living standards varies more in urban regions than in other areas. Urban regions often have the best of the best, but also the worst of the worst.

These circumstances have been noted nationally and within the EU and there is consensus that they require special measures, i.e., urban policies. Which measures are required, however, is a matter best judged at the local and regional levels in urban areas. They and their representatives should therefore always play a key role in formulating measures and other urban policy initiatives aimed at effecting greater economic and social balance in the areas.

It is generally accepted that urban regions are highly complex in many respects. A large number of agents within a small area requires special forms of co-operation, regional consideration and decisions within many sectors, such as the environment, traffic and education. These special circumstances must be taken into consideration when new laws are designed and implemented. Special models and methods are often required for successful implementation. For that reason, representatives of large cities should always be included in the preparation of new laws, nationally and within the EU, because they bear heavy responsibility for the implementation of decisions at the European and national levels.

In order to strengthen the policy of coherence within the EU, there is strong reason to focus on urban issues in connection with the ongoing review of EU treaties and especially the cardinal importance of urban regions to economic development and the particular problems with which large cities are wrestling. A comprehensive urban policy as an integrated component of the EU structural fund and regional policy would contribute to greater understanding between different regions and strengthen co-operation within the Union.

Summarising opinions

SEU welcomes open and further debate about the EU and how the gap between the EU and citizens can be narrowed. Local authorities and regions/county councils can play a vital role in this context at the local and regional levels. They are elected by the public, have many critical social duties, possess comprehensive knowledge of local and regional conditions and can officially represent local and regional opinions and interests. Local authorities and regions do not represent special interests, but rather provide a balanced and carefully considered overall view within their areas of responsibility.

SEU is also pleased that the immense importance of regional and local bodies to European development, economically, socially and environmentally, is emphasised in the White Book and accorded legitimate

gravity in the debate. It is admirable that they are given a clearly expressed role in the creation of policy and the implementation of new laws, ordinances, directives, rules and other initiatives within the EU.

SEU believes that local authorities and regions/county councils are interested in and prepared to assume greater responsibility in European affairs. This is however predicated on their also feeling that they have genuine opportunities to influence decisions and genuine scope for action with respect to implementing new laws, etc.

The European Union must therefore act to ensure that member states, formally and in practice, support the development referred to in the White Book. Member states must be prepared to openly discuss and consider a new division of responsibility among national, regional and local bodies when this is actualised and deemed capable of enhancing democracy and efficiency in dealing with various issues. The European Union can contribute to such a development by e.g. establishing a minimum level for how national consultation processes should be designed with respect to various proposals, directives and laws formulated within the EU.

In this perspective, SEU also sees the possibilities inherent in the three-party agreements proposed in the White Book and their testing in a few projects. They may be a model that could be useful in many areas where the EU is working with new policies and where various levels of society are affected. The Stockholm Region has already demonstrated interest in this by joining a number of other cities/regions in filing an application with the European Commission related to environmental programmes, which the European Commission has cited as the area within which three-party agreements should be tested. The Swedish Government and the Ministry of the Environment have been continually informed about this project.

The existing proposal on three-party agreements is however incomplete and vaguely worded. It does not, for instance, include a description of how citizen influence shall be effected, how local and regional self-government shall be assured, how transparency shall be upheld and how supervision shall be performed. The model should thus be developed in these respects in parallel with its testing in a few projects.

As evident above, SEU concurs in all essential respects with the Swedish Association of Local Authorities and the Federation of Swedish County Councils' joint analysis of the fundamental points of departure for greater involvement of local authorities and regions/county councils in European affairs. There is however cogent reason to accord urban regions special scope and representation in national consultation on various EU issues as well as in direct contacts with the European Commission and its directorates. With respect to how that scope is designed, there is reason to return to the matter somewhat later in the continued process following circulation of the White Book for comment.

Like other regions, urban and otherwise, the Stockholm Region has a regional office in Brussels, the Stockholm Region Brussels Office. The regional offices create and enable even more direct contact between the European Commission and various regions in Europe. The current co-operation in the environmental sector among certain regional offices and DG Environment, where the Stockholm Region Brussels Office has a co-ordinating function, is one concrete example of how such interaction can be developed and strengthen ties between the European Union and the local and regional levels.

The Committee of the Regions is currently the most important body within the EU where local and regional bodies can put forth their opinions and ideas. It is important that this body remains a resource dedicated

to all types of local bodies/regions and that regions/states with their own legislative powers are not given special status. They already enjoy that in their own countries. At the European Union level, the internal organisations of member states must be respected and scope accorded to all local and regional bodies. SEU believes however that in this context as well, and for the same reasons discussed above, the need to ensure that urban regions are accorded reasonable representation should be observed.

On behalf of the Stockholm Regional Committee for Europe,

Carl Cederschiöld

Chairman of the Committee

Mayor of the City of Stockholm

The tools of the research⁶⁸

A. Regional Governance and the Integration of Immigrants:

1. The variable components of Regional Governance are:

- The **'relationship'** between all the stakeholders that help towards integration within a particular region (to create more efficient collaboration)
- The necessary **'instrument'** and the regulations to manage this 'relationship'
- The **'procedures'** that encourage the relationship between all the stakeholders working on the issue of integration of immigrants in particular region

2. The analysis of Regional Governance concern the following:

- Housing (Number of migrants that own a house/ compared with overall number of house owners)
- Education (Distribution of migrants according to educational qualifications attained in their country of origin and recognised in the host country or attained in the host country)
- Employment (Number of employed migrant workers/ compared with overall number of employed workers)
- Health (Number of migrants registered with General Practitioner/ compared with general population)
- Social participation (Number of migrants that participate in civil society)
- Legal and political integration (Number of migrants that own the host country citizenship or number of migrants that participate in politics)
- Cultural integration (acceptance by migrants the basic norms of the host region/ migrant's choice of spouse/ migrant's language skills/ migrant's delinquency)

3. Brief description of each Regional Governance aspect:

- **Housing.** It is a very important aspect of integration. Housing conditions may impact the sense of security and stability but also social connections and interactions with other. Most importantly, it may also affect access to healthcare, education and employment.

⁶⁸ The tools of the research have been elaborated by Mrs.Raffaella Papes (Veneto Lavoro)

- **Education.** Access to-and progress within the education system is very important in terms of achieving further goals such as opportunities for employment, for wider social connection and for language learning
- **Employment.** Obviously employment generates income and social status. It is also considered to be one of the most important aspects of integration.
- **Health.** The key issue is equality of access to health services. Good health enables greater social participation and engagement in employment and education activities
- **Social participation.** Establishing social connections with people of other nationalities, ethnic or religious groupings and interacting with them.
- **Legal and political.** Equal political and social rights to all citizens. Guaranteeing certain core rights to immigrants.
- **Cultural integration.** Creating an atmosphere of mutual understanding in a society.

The analyses of best practices is based on the rights approach, in other words, in line with international norms. They should be innovative, representing creative responses and solutions to problems, have an impact on improving integration. The possibility of wider application or replication is another important factor. Practices should be sustainable over time and supported by requisite administrative capacity for continuity.

The qualification that has the practices that answer to these criteria is “good”practices.

The clarity of the design of a practice can contribute to the realization of polices objectives and can stimulate its adoption by others.

B. Proposed format for good practices concerning the integration of immigrants (including criteria for evaluation).

1. In general selected practices will fall under the categories described:

- Housing
- Education
- Employment
- Sanitary field
- Social participation and security
- Family life, gender equity, prevention of honour-related violence
- Identity and cultural reorientation
- Human Rights, processes of empowerment

The list of best practices categories may also serve as reference for identification of relevant practices.

2. Type of measure/practice:

- International, regional and intergovernmental initiatives/programmes

- Government policy or programme
- Associations of immigrants programmes or initiative
- Trade Union programmes or initiative
- National legal framework
- Bilateral agreements
- NGOs initiatives
- Ecc...

3. Description of the practice/measure:

- Activities, processes and steps involved
- Target beneficiaries
- Period covered
- Resources involved and source of funding
- Legislative basis, if any.
- Partnerships (e.g. inter-ministerial, social partners, migrant and community groups, NGOs, etc.)
- Main inputs

4. Criteria for inclusion as a good practice: details on how the criteria apply to the identified practice should be highlighted.

This section should provide information on the reasons for selection of the practice. It is important to note that not all criteria might be applicable to each practice. In general a combination of two of more criteria should be the starting point for analysis. Given its importance, the first criterion (right-based approach) is considered an essential condition for selecting a “good practice”.

- Rights-based approach.
- Relevance.
- (Positive) Impact.
- Potential for replication and extension (adaptability).
- Transparency.
- Innovativeness.
- Broadly base and participatory.
- Sustainability.
- Effectiveness.

Please refer to criteria description for evaluation.

Rights-based approach: in line with international norms for the protection of migrant and workers rights. This will include relevant international labour standards, the 1998 Declaration on Fundamental Principles and Rights at Work and its Follow-up, and other relevant international instruments.

Relevance: The practice adequately serves/meets its purposes and objectives. This criterion includes the usefulness of practice results in solving the identified problems and satisfying the needs of the target population. It relates to the relation between the assessment of the needs and the strategy to address them.

(Positive) Impact: on improving labour migration process, increasing the economic and social benefits and minimising the negative effects of migration. This includes primary and secondary, long-term effects produced, directly or indirectly, intended or unintended. Impact criteria should cover documented, intended and unintended outcomes/results and generally provide measurable evidence of progress from baseline data.

Potential for replication and extension (adaptability): the practice has been or has the potential to be, in its totality or in part, be applicable to other situation or settings. This relates to the adaptability of the practice to other contexts and situations. It also relates to the mechanisms put in place to revise and adapt the process and strategy to changing environment and new challenges. Practice evaluation reports and documentation of lesson learned could be useful instruments to assess the potential for expansion.

Transparency: the practice is clearly designed and formulated, and has been implemented with a high degree of transparency and good governance.

Innovativeness: the practice has developed a creative solution/approach to the problems. What is special about the practice that makes it of potential interest to others who wish to address a similar problem?

Broadly base and participatory: the practice involves participation of a variety of actors, including social partners, beneficiary population and migrant workers. It might have had public support or high degree of consensus and enjoyed political will during its design and implementation.

Sustainability: it can be continued without much financial or human resources support. This includes pointing out at the conditions under which results become durable.

Effectiveness: the extent to which intervention's objectives were achieved.

Credits:

List of the Partners:

VENETO LAVORO	
Regione Veneto-Direzione sicurezza pubblica e flussi migratori	
Regione Puglia-Assessorato alla Solidarietà, politiche sociali e Flussi Migratori	
Unione Sindacale Regionale CISL Veneto	
The Stockholm Region	
City of Uppsala – Youth and Employment office	
Fundación Comunidad Valenciana- Región Europea	
Federación Nacional Unión de Consumadores Europeos- Euroconsumo	
Menedék-Hungarian Association for Migrants	
Association of local Authorities of Central Macedonia – ALEKSANDROS	
Livstycket	
COOPI (Cooperazione Internazionale)	
SAMAH- The voice of Young Asylum seekers	
Government of the Province of Carinthia	
High Commission for Immigration and Intercultural Dialogue (ACIDI, IP) – Immigration Observatory	
Federación Valenciana de Municipios y Provincias	

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Mrs. Enrica Sardei, Managing Officer of the Regional Ministry for the Migration Policies (Veneto Region)

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VENETO LAVORO staff.

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Routes project aims at supporting the setting up of trans-national co-operation networks, exchanging and evaluating good practices and new approaches in the field of immigrants' integration. These approaches accompany and contribute to a trend that views an increasingly closer collaboration between public institutions, NGOs and immigrant associations in improving immigrants' integration as well as the progressive localization of the political choices in guaranteeing an adequate response to integration needs. In particular, the reinforcement and development of consultation mechanisms at a local and regional level represents the most effective way to maintain a dialogue between immigrants and hosting communities, as well as with those institutions and other stakeholders involved in the integration process.

The Study Report collects several policies adopted by local and regional administrations concerning the integration of migrants. In order to have a clear mapping and description of the different processes involved in integration policies, the Study Report describes the following aspects: definition and description of the different regional systems for integration; analysis of the procedures and the processes for the definition and implementation of the integration policy programme; analyses and collection of good practices in different European regions concerning the integration of migrants in the sectors of housing, education, employment, sanitary field, social participation and security.

The Study Report aims to be a useful tool and provide figures and indicators for regional policies in Europe.

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European Commission
DG Justice, Freedom and Security

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