A module for Regional Governance of Migrants' Integration Policies

WP4 Report
Evaluation of the integration practices and definition of a model

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Introduction

This paper is intended to create the final framework of a EU funded project, involving cooperation between local and regional actors in the area of integration policies' governance. The Routes Project seeks to develop a pragmatic research on the ways governance of migrants' integration policies works at regional level: this study has been based on a trans-national exchange of best practices from different stakeholders within various EU member States involved in shaping such policies.

The idea has moved from 2 significant standpoints, addressed by the previous two reports.

1. Integration policies are mainly dealt with at local level: there is a need, therefore, to better understand the main functioning of the powers, competences and administrative actions which local authorities are implementing in their territories. This opens to different normative solutions. Sometimes, not enough efforts or energies are provided by those bodies. This might arise from a lack of instruments, a superficial knowledge as well as from an unclear understanding of the migratory phenomenon as such.

2. Integration policies are not only about legislation and regulations: there's a significant range of actions carried out on the ground. So-called non-state actors [including civil society, NGOs, associations] are often called upon to this job; therefore a need of a comprehensive mapping of those bodies, as well as their actual relationship with public authorities, their role in the society, their activities, their participation and their contribution to the definition of policies and budgetary means, are deemed to be investigated.

Whereas the WP2 has been conceived in order to collect and analyze the different approaches to the management of integration policies in terms of governance arising mostly from the regional/local public authorities [a new form of government in the present complex society involving a very high number of social stakeholders], the WP3 has supplied for perspectives for the immigrants participation practices in the decision making process, in a sort of bottom-up research approach. They represent the answer to the answers expected by the network in this survey as well as the basis upon which this report has been elaborated.

The Puglia Region, through its Department for Integration and Planning within the Ministry of Solidarity, has committed itself in the analysis of the results of the WP2 and WP3 [whose responsibility has been respectively of Veneto and Stockholm Region] trying to put forward a proposal for a "Module for Regional Governance": an attempt to defining not only the needs for efficient integration policies and the best practices in this field, but also to formulating a feasible pattern for a regional governance of migrants' integration policies.

The main scope of the Work Package 4 [WP4] of the "Routes" project is ambitious, yet practical: if on the one hand it tries to highlight the best practices on

integration policies provided for by the European partners involved, on the other hand it seeks to go far beyond that.

It has been thought through in a way that it could lead not only to a mere "learning-from-each-other-stage": its overall idea has been animated by the need to provide our current multicultural and multiethnic societies with a reliable idea likely to be applied to different context, regardless of their administrative/political internal organization, based on a better understanding of the complexity related to the migratory phenomenon.

The whole report goes around the three main words animating the core of the project: governance, participation and integration. It is based on the integration practices and policies and moved by the will of defining a new way to integration, an own "Routes" way to integration, capable of binding together the need for a more structured governance with an effective participation of migrants in view of a facilitated integration process.

The words integration, governance and participation, upon which this project has been built, are addressed from an EU perspective: for the sake of focus, integration issues in the current European political agenda have been dealt with first and have set the legal and policy framework of the report; the concepts of governance and participation are then argued in accordance to the previous reports, yet showing how both are essential to one another for their actual fulfilment.

The result of this study have been presented during the 3rd International Workshop foreseen by the Routes Project: on June 16th and 17th, all the partners, regional, national and EU authorities, together with local NGOs, migrants associations and civil society have been gathered in Bari to set up a 2-day discussion panel on the current debate about integration policies, their future developments and their effective implementation at regional level. This report represents the extensive supporting version deriving from the presentation hold in June.

1 Development of the EU Integration Context

Law and Policy Reference

As previously anticipated, this report moves from the basic idea of investigating and addressing migrants' integration and its relevant policies from the point of view of policies towards more participative approaches in terms of local/regional governance in the EU.

It is widely shared and commonly accepted the idea that integration works locally and it is well known that an even wider number of stakeholders are constantly involved in a process steadily on-going. Having firstly analyzed and collected the information provided for by the WP 2 and 3, scope of this report is to highlight and suggest a feasible idea of integration governance in the light of the EU general context and its latest development, in terms of law and policy.

International Law Paradox

Before the EU law and policy framework is subject to analysis, it is important to recall what can be defined as a legal paradox: the International Law does not provide for a right to migrate as such. Yet, every person is entitled:

· to leave and enter his/her own Country;

· to seek asylum;

· to be protected by the *non refoulement* principle.

The migratory context as such does not only imply the mere moving of persons from a given country to another: human rights protection matters whenever safety and well-being of individuals are at stake and it has to be guaranteed in every context whatsoever, regardless of the legal status of the people concerned. Integration policies are a successive standpoint to migration as such, and must be affected by the recognition of basic human rights.

EU Law Perspective

As a project built up under the EU umbrella through its financial tool devoted to the integration of Third Countries Nationals, "Routes" is also complying with the most relevant European references in terms of law and policy.

In addition to the European Charter on Fundamental Rights as well as the different EU member States Constitutions, cornerstones recognizing an incontrovertible set of rights going beyond the actual legal status of a given person, the text of article 6 of the Amsterdam Treaty states: "§1. The Union is founded on the principles of liberty, democracy, respect for human rights and fundamental freedoms, and the

rule of law, principles which are common to the Member States. §2. The Union shall respect fundamental rights, as guaranteed by the European Convention for the Protection of Human Rights and Fundamental Freedoms signed in Rome on 4 November 1950 and as they result from the constitutional traditions common to the Member States, as general principles of Community law".

Despite the Irish rejection on June 12th 2008 beyond its actual causes, the Lisbon Treaty recalls, and enhance, principles accepted by the EU member States, as article 2 states: "The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for HR, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail."

Integration, though, has faced an increasing gain on the EU political agenda, firstly testified by the difference in the wording used in the EU Treaties. The Amsterdam Treaty did not include any provision handing out the European Communities competence on the integration of migrants: the 1999 Tampere Programme, anyway, explicitly called for a "*more vigorous integration policy*" aiming at their fair treatment close to that reserved to EU citizens themselves.

Article 63 §3 provides for "conditions of entry and residence, and standards on procedures for the issue by Member States of long term visas and residence permits, including those for the purpose of family reunion".

The Lisbon Treaty recognizes a policy field as such, stating in Article 79 §4 that "the European Parliament and the Council…may establish measures to provide and support for the action of Member States with a view to promoting the integration of third-country nationals residing legally in their territories, excluding any harmonisation of the laws and regulations of the Member States."

The wording of this article underlines two main factors: the EU recognizes integration as a matter of its concern, reaffirming, at the same time, that this policy field depends and rely on national responses. Any centralization of competences in EU hands has been clearly rejected; nevertheless the European Commission is constantly engaged in this field. It seeks to bring member States policies closer to an overall EU approach, by means of mutual learning, best practices benchmarking, shared values, practical co-operation.

Integration in EU Policy Agenda

At the request of the informal JHA Council in Veria [March 2003], the Commission prepared a report on integration policies and practices in Member States for the attention of the Council. Many Member States considered that the policies they conducted had not been sufficiently effective: there was great concern about the existing barriers for successful integration.

The discussions at EU-level concerning integration requirements reflected the political importance which Member States assigned to the successful integration of third country nationals. Key elements for a holistic approach were found to be: integration into the labour market, education and language training, housing, health and social services, social and cultural issues, civic citizenship, respect for

diversity, recognition of special needs for particular social groups [refugees, minors, women…][1].

Beside specific legislative acts adopted at EU level, providing for the consolidation of the legal framework, the Commission called for a re-enforcement of the Member States integration policies co-ordination.

National Contact Points on Integration

Following the request the October 2002 European Council's Conclusions, an informal *forum* has been set up within the European Commission JLS DG, namely the Network of National Contact Points on Integration, formally endorsed, then, by the 2003 Thessaloniki European Council

The overall idea is to gather together, mainly in Brussels, administrators of the competent national bodies in order to focus on the development of their integration policies, to share and compare best practices, to exchange information on a quasi-regular basis and to strengthen co-ordination of relevant policies at both national and EU level.

"*The main objective of the network is to create a forum for the exchange of information and best practice between Member States at EU level with the purpose of finding successful solutions for integration of immigrants in all Member States and to ensure policy co-ordination and coherence at national level and with EU initiatives*"[2].

The NCP network is chaired by the Commission itself which drafts the working agenda, leads the debate and organizes its meetings: it arranges around 4/5 meetings per year, to which, according to the topic at stake, experts, local authorities and NGO's representatives might be invited as well. It's structure results "light" with few Officials coming from the Commission [who are also in the NCP secretariat] and the rest from Member States administrations.

A particular role, depending on the value accorded in their political agenda, may be played by the European Council Presidency, which can try to guide the debate around peculiar instances and to work in a more integrated way with the Commission's officials in charge of it.

This has clearly been the case under the last Germany Presidency, when a specific informal JHA Ministers has been organized in Potsdam to continue the political debate initiated at the first Ministerial Conference on integration of Groningen in 2004, on the strengthening of integration policies in the EU by promoting unity in diversity.

Following a German Presidency's decision, the relevant documents have been examined by the National Contact Points gathered by the Commission, not by the

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[1] Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on *Immigration, Integration and Employment*, COM(2003)336, 03.06.2003
[2] http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm

Council Secretariat. The Council Conclusions adopted in June 2007 as a follow-up to this event mark a new step in steering the EU integration agenda assessing the need for further action and identifying priorities in integration policies. This shows how the Commission has been able to cut out a *de facto* competence, faster highly taken into consideration, in an area where there is no provision according it at EU level[3].

The long-term objective of the network is to develop and enhance the European framework for integration with a view to defining common basic principles and objectives [as state in the Hague Programme], the setting of targets or benchmarks and strengthening co-ordination of national and EU policies on integration.

Common Basic Principles

As a result of the political debate, a set of 11 Common Basic Principles on Integration has been adopted by the JHA Council of 19 November 2004, underlining the importance of a holistic approach to integration, aiming at underpinning a coherent European framework on integration of third-country nationals and serving as a guidance for EU and Member States integration policies[4].

They aim, *inter alia*, at the following:

- to assist Member States in formulating integration policies by offering them a simple non-binding but thoughtful guide of basic principles against which they can judge and assess their own efforts;
- to serve as a basis for Member States to explore how EU, national, regional and local authorities can interact in the development and implementation of integration policies;
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- to assist the Council to reflect upon and, over time, agree on EU-level mechanisms and policies needed to support national and local-level integration policy efforts, particularly through EU-wide learning and knowledge-sharing[5].

These following 11 non-binding principles aim, thus, to assist EU member States in formulating integration policies in order to define a common approach.

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[3] Moreover the Commission has succeeded in gaining far more power, due to the responsibility accorded to it under the Financial Regulation concerning the institution of an European Integration Fund, whose implementing "Solidarity Committee" will be indeed managed by the Commission officials in charge of integration and which will, by means of financed project across EU, possibly intervene and push for those sharing its views and concerns in the field of interest.

[4] Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions *A Common Agenda for Integration Framework for the Integration of Third-Country Nationals in the European Union*, COM(2005)389, 01.09.2005

[5] http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

2. Integration implies respect for the basic values of the European Union.

3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.

4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.

5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.

6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration.

7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens.

8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law.

9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.

10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public-policy formation and implementation.

11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.

The common basic principles represent the basis for member States to explore how EU, national, regional and local authorities can interact in the development and implementation of integration policies. They should also help determine how these policies can best engage other actors involved in integration.

A common agenda for integration

In its Communication "A Common Agenda for Integration Framework for the Integration of Third-Country Nationals in the European Union[6]" the European Commission shares the invitation of the European Council to establish a coherent European framework for integration and demonstrates its commitment in giving integration a high place on its policy agenda.

"The cornerstones of such a framework are proposals for concrete measures to put the CBPs into practice, together with a series of supportive EU mechanisms. Taking into account existing EU policy frameworks, the Communication provides new suggestions for action both at EU and national level".

"A comprehensive approach involving stakeholders at all levels is essential for the success of integration policies. Whereas the effective involvement of stakeholders at regional and local level can only be achieved in the national context, the Commission will take the appropriate action at EU level". Member States are encouraged to strengthen their efforts with a perspective to developing comprehensive national integration strategies.

European Parliament 2006 Resolution

On the basis of the Commission Communication adopted the year before, the European Parliament has been called on for its first time to provide the political debate with its opinion: Greek MEP Lambrinidis has been entitled to draft a resolution on the theme of Integration of immigrants in the European Union[7].

Beside a strong reaffirmation of the need to fully adopt and implement existing and proposed EU legislation and policy actions, the resolution highlights and underlines also some important points. It recognizes the need to foster integration of third country nationals through a better understanding of the current scenario, a more active involvement of citizens and immigrants, the setting up of specific financial instruments, a more effective cooperation among institutions and local stakeholders, a thorough respect of fundamental rights.

Integration Handbook

According to its strong believe in a common approach to integration policies across EU, the European Commission has also created a pragmatic and useful tool for policy-makers and practitioners: namely, the Handbook on Integration. "By collecting and presenting concrete examples from different areas of immigrant integration, the handbook feeds into…the development of the European framework on integration".

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[6] COM(2005)389.
[7] European Parliament resolution on strategies and means for the integration of immigrants in the European Union – Rapporteur Mr Stavros Lambrinidis, 2006/2056 [INI], 06.07.2006.

The Handbook represents one of the several attempts the European Commission has put into place in order to pave the way towards the building of an EU framework on integration policies: the NCP network has played a major role also in the drafting of the *Handbook on Integration for policy-makers and practitioners*[8], it being effective in exchanging information and best practices, identifying prevalent areas of interest, facilitating the development of a distinctive European approach to integration through cooperation.

Third annual report on immigration and integration

Annual Reports on Migration and Integration are Communications from the European Commission analyzing "actions taken on admission and integration of third-country nationals at national and EU level providing an overview of policy developments and helping to evaluate and strengthen integration measures".

The debate on integration has further intensified both at EU and national levels during the last years. An increasing number of Member States are implementing new integration policies and adjusting strategies that build on previous experience. The EU works at the same time in order to bind the ties between a Common European Immigration Policy and a framework for integration of third-country nationals.

The European Integration Forum

The European Commission's Communication 'A Common Agenda for Integration: Framework for the Integration of third-country nationals in the European Union[9]' affirmed that a comprehensive approach, involving stakeholders at all levels is essential for the success of integration policies. In its Conclusions on the Common Agenda of 1-2 December 2005, the Council emphasised the importance of sharing expertise at EU level among a broad range of stakeholders.

It stated that "*the Commission's intention to convene regularly a European Integration Forum could provide added value as a complementary source of information and consultation*"[10]. The Lambrinidis Resolution has also called on the Commission "*to create a permanent contact group of immigrant representatives, experts, NGOs and others to advise it on all policies related to integration*"[11].

The European Economic and Social Committee welcomed the Commission initiative and has elaborated an opinion[12] which considers the issues of tasks, membership

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[8] The European Commission has come up with its 3rd edition of the Handbook on Integration, published on September 11th 2007 - Communication from the commission to the council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, *Third annual report on migration and integration*, COM(2007)512, 11.09.2007
[9] COM(2005)389
[10] COM(2005)389
[11] EP Resolution 2006/2056 [INI].
[12] Opinion on the Elements for the structure, organisation and functioning of a platform for the greater involvement of civil society in the EU-level promotion of policies for the

and structure of the Forum. The Commission considers that the targeted stakeholders would be EU umbrella organisations, having a membership across a number of Member States.

The main functions of the forum would be consultation, exchange of expertise and drawing up recommendations to be published on the integration website. It should also have close links to the "National Contact Points" in each member State.

In order to discuss this exploratory opinion together with all interested stakeholders, the European Commission has organised, together with the European Economic and Social Committee, a Preparatory Conference, held in Brussels on the 29 and 30 April. EU umbrella non governmental organisations, National Contact Points on Integration and national consultative bodies representing civil society have taken part to this very first event to exchange expertise and draw up recommendations.

The way forward: towards an OMC for integration?

As already announced by the Commission in its 2001 Communication on the use of an OMC in the field of immigration and asylum[13], practical co-operation measures had been conceived to be complementary to and to be combined with legislative action: in this sense, and above all after the Hague Programme, the NCP network does play a role, on different levels, in terms of exchange of information, comparison of best practices, drafting of possible models, sharing of data[14].

An informal OMC seems to be applied in the only field where no competences is foreseen by the EU Treaty:

- the National Contact Points, chaired by the Commission, give voice to Member States to issues related to integration policies;

- besides they can rely by now on a consolidated system of mutual acknowledge and exchange of best practices through the result of the INTI Programme and the establishment of several network across the EU, and can count on reports such as the Handbook on Integration;

- finally, they all start to implement their national and local policies referring to the Common Basic Principles that can be assimilated to guidelines endorsed by the European Council.

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integration of third-country national, 10 June 2008 – Rapporteur Mr Pariza Castaños [CESE 169/2008].

[13] Communication from the Commission to the Council and the European Parliament on "An Open Method of Coordination for the Community Immigration Policy", COM(2001)387, 11.07.2001.

[14] Also the Lambrinidis Resolution 2006/2056 [point 17] recalls the need for reconsidering the use of it by stating that: "The European Parliament…urges the Council to reconsider the Commission proposal to apply the open method of coordination to integration policy; in this respect, calls for the involvement of Parliament in the whole procedure".

In its latest Communication "A Common Immigration Policy for Europe: principles, actions and tools"[15], the European Commission recognizes, among the ten common principles on which the common immigration policy will [and should] be articulated, integration policies as the key to a successful approach.

The integration of legal immigrants should be improved by strengthened efforts from host Member States and contribution from immigrants themselves in accordance with the Common Basic Principles on Integration adopted in 2004.

Also the Council Conclusions adopted by the Informal Meeting of ministers responsible for integration held in Potsdam in May 2007[16] has pushed forward the need to consider approaches to integration that involve society as a whole, as well as new instruments, such as common European modules for integration and common tools for evaluating integration policies.

The European Commission puts forward the idea of more coordinated and coherent action to be carried out by the EU and its Member States by means of a common methodology to ensure transparency, mutual trust and coherence. It consists of the following elements:

·   The common principles will be translated into common objectives and indicators for the EU and each Member State to ensure their implementation

·   The agreed common objectives and indicators will be factored into national immigration profiles that will be developed in cooperation with each Member State to increase knowledge of immigration flows. These profiles will ascertain the national labour market situation and immigration patterns and help to strengthen the evidence base for immigration policies that effectively address the priority needs of the Member States. They will bring together all relevant information needed and their scope will cover both immigrants already in their territory and potential immigrants. These profiles will look at the skills composition of the immigrant population and identify future labour needs;

·   In order to monitor, evaluate and follow-up the development of action on immigration, the Member States will annually report to the Commission on the implementation of the common objectives and on their national immigration profiles.

·   Member States national reports will serve as the basis for the Commission's annual synthesis report which will also be sent to European Parliament.

·   On the basis of the Commission's synthesis report, the annual Spring European Council will make a political assessment of the situation and issue recommendations, as appropriate.

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[15] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: "A common immigration policy for Europe: principles, actions and tools", COM(2008)359, 17.06.2008.
[16] Council Document 10504/07 [point 9].

Papagianni[17] underlines how the OMC has not been sufficiently thought through: some aspects with regard to migration field can be addressed by using this method, while others need a legislative integrated approach based on an appropriate policy mix. If not well tailored to the actual needs of a given policy area, the OMC offers few improvements in terms of results and efficacy.

Integration has been clearly pointed as an area where harmonization is practically impossible to achieve and member States have agreed with this idea stated in the Lisbon Treaty; but it's commonly addressed as a policy field where a "*more flexible form of…coordination proves not only easier to achieve but also more efficient*"[18], providing, "*as a complement to the legislative framework,...the necessary policy mix to achieve a gradual approach to the development of an EU policy, based, in a first stage at least, on the identification and development of common objectives to which it is agreed that a European response is necessary*"[19]. The EU itself is, in this sense, currently engaged in shaping a new form of supranational governance for the integration of third country nationals.

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[17] Papagianni, *Institutional And Policy Dynamics of EU Migration Law*, Immigration and Asylum Law and Policy in Europe, 2006
[18] Papagianni, *Institutional And Policy Dynamics of EU Migration Law*, Immigration and Asylum Law and Policy in Europe, 2006
[19] COM(2001)387

2 WP 4: Evaluation of the integration practices and definition of a model

Scope of activity

The main scope of the Work Package 4 [WP4] of the "Routes" project is ambitious, yet practical: if on the one hand it tries to highlight the best practices on the governance of integration policies provided for by the European partners involved, with a strong focus on participatory means for NGOs and associations, on the other hand it seeks to go far beyond that.

It has been thought through in a way that it could lead not only to a mere "learning-from-each-other-stage": its overall idea has been animated by the need to provide our current multicultural and multiethnic societies with a reliable idea likely to be applied to different context, regardless of their administrative/political internal organization, based on a better understanding of the complexity related to the migratory phenomenon.

Two preliminary considerations are deemed of certain importance and can be already drawn on to the attention of the readers:

1. the network combines territories with diversified socio-economical background. Some of them represent regions with long records as receivers and approaches cemented in the local governance framework. Some others have been only recently affected by the migratory phenomenon. Nevertheless, this does not imply a less developed form of management in their territories. It is useful recalling the peculiar migration share of each territory subject of the study: the chart below shows the differences in terms of presence of legally residing migrants; past and recent trends of migration flows can be clearly envisaged by the data collected

Partners	Non-nationals share
Bruxelles Capitale	26.4%
Stockholm Region	20.0%
Carinthia	19.1%
Valencia Region	16.1%
The Netherlands	10.1%
Veneto	8.3%
Central Macedonia	8.0%
Portugal	4.0%
Budapest	3.9%
Puglia	1.8%

2. different competences due their administrative nature reflect onto policies and decision-making processes in force. This project rather than questioning the actual content of distribution of powers [it would be though a really interesting comparative study field as for their relevance

on integration policies], faces anyway the issue of their range of action due to normative national/supranational constraints. A more or less developed form of delegations of power from the central to the regional level is present in the majority of the countries: yet some experiences illustrate that decentralization is still an on going process.

Methodology

As approaching this report, quite some time has been spent in looking for what the right approach in terms of methodology could be. More than a factor, in fact, influences the core of this study: elements difficult, sometimes impossible, to combine or to interpret in the same way, various and unlike distribution on powers and competences, peculiar situations hardly likely to be reproduced somewhere else, practices finding their own *"raison d'être"* in the place where they've been implemented.

Nevertheless, a common idea needed to be carved out of the research analyzing 10 different territories in the EU. The approach was, therefore, moved by the goal of identifying a common ratio behind the policies: by highlighting local success stories, there has been the intention to understand the way different authorities address the issue of integration and find out what practical idea in terms of policies could be considered a pliable tool for regional powers.

This approach has finally led to the conclusion that, rather than their actual content, the ways integration policies governance work need to be questioned. This project has deemed necessary to combine a comparative overlook on the way policies work and are delivered, and on the role of immigrant organisations and NGOs in the decision making processes on different types of governance levels: a strategy which could better answer integration issues in a more comprehensive sense.

There is a need to set up qualitative and quantitative indicators, to structure shared dialogue platforms and to draft concerted guidelines so that all the stakeholders involved can build sound and sustainable integration policies in an open and responsible society. In this respect, the Routes project represents an added value to the current debate on integration across EU.

More into details, this study has firstly focused on the theme of governance: powers, competences, structure of the local authorities have all been at stake. Then it has pointed its attention on the "non-state actors" world both by a mapping of the real weight of those stakeholders in our societies and their role in shaping the political agenda.

This report, finally, not only outlines a synthesis of the best practices provided for by the partners, but underpins also a starting point for a further elaboration of common frameworks for integration policies: a module for regional governance.

"*The creation of…modules could form an established but flexible point of reference that can be adapted to different contexts contributing to the successful design of integration programmes across Europe*"[20].

This idea recalls the wording of the Potsdam 2007 Conclusions where the NCPs network was invited to examine their possible added value "*as a full project in the light of experience at national levels with introduction and language courses, the involvement of the host society, promoting the participation of immigrants in local life and various other aspects of the integration process*"[21].

Thanks to the excellent work carried on by the authors of the previous reports, it has been possible to get acquainted with different regional dimension and with interesting responses provided by local authorities. Those reports represent, indeed, the foundation upon which the WP4 has been built.

Benchmarking: a relative method

Criteria's of good governance are the framework that must guide regional stakeholders in the planning, drafting, delivering and implementing migrants' integration policies: in their respect, answers provided for by the partners have been analyzed and selected in this report, bearing in mind the possibility for them to be exported and reproduced in different normative/political contexts.

The most important tool to implement a strategy for improvement is the benchmarking. It is a process used in management, and particularly strategic management, in which organizations evaluate various aspects of their processes in relation to best practice, usually within their sector. This then allows organizations to develop plans on how to make improvements or adopt best practice, usually with the aim of increasing some aspect of performance.

Benchmarking may be a one-off event, but is often treated as a continuous process in which organizations continually seek to challenge their practices. However, some considerations are deemed to be underlined as for limitation of this method itself. They could be summoned up as follow.

· **Relativity**[22] 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.

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[20] Commission Staff Working Document "Strengthening actions and tools to meet integration challenges - Report to the 2008 Ministerial Conference on Integration" SEC(2008) 2626.
[21] Council Document 10504/07
[22] Romano Toppan, WP2 Report – Immigrants integration policies: road map to the governance – Experiences and good practices of the European Regions, 2008.

· 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. 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.

The logic behind the idea proposed by the Routes partnership reflects those considerations: we have carried a benchmarking experience to verify and appreciate the "*best and most successful styles*" of governance currently in force in several different EU territories. In order to do so, a truly open participation must be guaranteed by those entitled of the decisional power at local/regional level: the rapid obsolescence of the organizations and institutions needs a change innovating existing models in order to provide needs and expectations of citizens and migrants with prompt responses.

3   Governance

A careful outlook on the European policy about the immigrants' integration and its evolution in these last years shows a trend towards guarantee of basic rights and full citizenship. The EU was late until the Tampere Council in 1999, but now its guidelines for the effective governance of the integration policies are rather clear.

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.

EU White Paper on Governance[23]

According to the European Union White Book on Governance, main reference in the latest EU debate, 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.

Applied to the regional level, governance is a new form of government which implies to involve the social stakeholders, even the citizens in the management of the policies, at the lower possible and applicable level. Governance style is the specific "form" that the different regions 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[24].

Governance, in fact, means rules, processes and behaviour that affect the way in which powers are exercised at European level, particularly as regards *openness, participation, accountability, effectiveness and coherence*. Each principle is important for establishing more democratic governance.

They underpin democracy and the rule of law in the Member States, but they apply to all levels of government – global, European, national, regional and local. They are particularly important for the Union in order to respond to the challenges highlighted in the preceding chapter.

- **Openness**. The Institutions should work in a more open manner. Together with the Member States, they should actively communicate about what the EU does and the decisions it takes. They should use language that is accessible and understandable for the general public. This is of particular importance in order to improve the confidence in complex institutions.

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[23] European Governance – A White Paper, COM(2001) 428, 25.7.2001

[24] Romano Toppan, WP2 Report – Immigrants integration policies: road map to the governance – Experiences and good practices of the European Regions, 2008.

- **Participation**. The quality, relevance and effectiveness of EU policies depend on ensuring wide participation throughout the policy chain – from conception to implementation. Improved participation is likely to create more confidence in the end result and in the Institutions which deliver policies. Participation crucially depends on central governments following an inclusive approach when developing and implementing EU policies.

- **Accountability**. Roles in the legislative and executive processes need to be clearer. Each of the EU Institutions must explain and take responsibility for what it does in Europe. But there is also a need for greater clarity and responsibility from Member States and all those involved in developing and implementing EU policy at whatever level.

- **Effectiveness**. Policies must be effective and timely, delivering what is needed on the basis of clear objectives, an evaluation of future impact and, where available, of past experience. Effectiveness also depends on implementing EU policies in a proportionate manner and on taking decisions at the most appropriate level.

- **Coherence**. Policies and action must be coherent and easily understood. The need for coherence in the Union is increasing: the range of tasks has grown; enlargement will increase diversity; challenges such as climate and demographic change cross the boundaries of the sector-based policies on which the Union has been built; regional and local authorities are increasingly involved in EU policies. Coherence requires political leadership and a strong responsibility on the part of the Institutions to ensure a consistent approach within a complex system.

Each principle is important by itself. But they cannot be achieved through separate actions. Policies can no longer be effective unless they are prepared, implemented and enforced in a more inclusive way. The application of these five principles reinforces those of:

- **proportionality and subsidiarity**. From the conception of policy to its implementation, the choice of the level at which action is taken [from EU to local] and the selection of the instruments used must be in proportion to the objectives pursued.

EU legitimacy today depends on involvement and participation. This means that the linear model of dispensing policies from above must be replaced by a virtuous circle, based on feedback, networks and involvement from policy creation to implementation at all levels. This affects as well integration policies.

Also the wording of Art.15 of the Lisbon Treaty recalls this basic principle: "in order to promote good governance and ensure the participation of civil society, the Union institutions, bodies, offices and agencies shall conduct their work as openly as possible". It represents the sole case where both terms relevant to the core of this research [good governance and civil society] are mentioned in the whole text.

Good 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, accountability"[25].

The "ROUTES" contribution

In the light of the framework provided by the EU White Paper on Governance, this report analyzes the different styles authorities are implementing as for integration policies at both regional and local level. This benchmarking aims at verifying the way Regions partner address this issue and to highlight the most successful aspects likely to be implemented elsewhere with a realistic as well as practical approach: all European partners have constructive contributions to the debate on integration. "Routes" seeks to provide a local stakeholders' platform for information deepening and sharing.

The idea of the empowerment of regions and of people is very much *en vogue* and indirectly implicated. 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. 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: this is also true for the integration case.

If for immigration issues a supra-national [lately more than national] frame is building its relevant policies, we assist to an opposite bottom-up approach as far as the integration context is concerned. The added value of this survey is also due to the fact that most of EU member States have themselves no clear or coherent national approaches on integration policies[26], thus leaving *de facto* a considerable role open for action from decentralized bodies.

As stated in the report adopted by the European Parliament "on strategies and means for the integration of immigrants in the EU"[27] integration is not only a job for local bodies, nevertheless we need their feedback in the policy shaping. The report welcomes the Commission's recognition of the need for research into and a mapping exercise of Member States' integration policies and levels of participation of immigrants; considers that this information is a pre-requisite for any EU policy aimed at fostering better integration in the EU.

Local institutions play a dual role: they implement national or supra-national legislation on immigration, while they're called upon to cope with the demands of their local societies and develop new policies. In this respects, regional and local levels have developed integration plans, not only besides, but sometimes also on

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[25] Romano Toppan, WP2 Report – Immigrants integration policies: road map to the governance – Experiences and good practices of the European Regions, 2008.
[26] "…within Europe…only Sweden had started integration policies in the mid-1970s." Policymaking related to immigration and integration. The Dutch Case **-** IMISCOE Working Paper No. 15: Country Report - María Bruquetas-Callejo, Blanca Garcés-Mascareñas, Rinus Penninx and Peter Scholten.
[27] EP Resolution 2006/2056 [INI].

behalf of their central government, leading, though, to a plethora of interventions and to considerable inequalities across territories, even within the same State.

WP2 Report shows that there is currently no single regional model of governance: the range of the styles is broad, from instable and confused models to clear ones. Not always the most precise and advanced models correspond to the most experienced countries nor the most confused or embryonic ones represent the newest ones, in terms of migrants presence.

Integration takes place at the local level, where local processes and structures are influenced by the region or federal state, the national government and EU. It is important mentioning that governance depends on the powers and competences regional/local bodies are given by their constitution law and central government.

Those differences reflect the scope of action decentralized Public Administrations can be entitled of and their consequent output in terms of policies. This issue goes beyond the scope of activity of this research, as its primary goal is not changing the rules or the procedures in act in a given territory, but acquire as many information as possible whose added value might be reproduced in other ones, facing the same difficulties, or only looking for other solutions likely to improve their approach.

Not only. Governance, in our study case, reflects the need to further investigate and try to push for the idea of an open and participatory society: in this respect, the project has stressed and focused on the active role likely to be taken up by different actors than public authorities. This comparative study, carried out among different EU territories, highlights some interesting examples.

Regional and local authorities are directly concerned as principal actors and players in the benchmarking programme on the "governance model" adopted for the immigrants' integration policies. The contribution given by the "Routes" project in terms of good governance styles comprehends the responses the partners have provided according to the approaches in use in their territories.

Models implemented at various levels differ, sometimes significantly, for the reasons previously examined: among the others, [probable] absence of legislative competence, [partial] lack of legislative regulation regarding stakeholders' cooperation and blindness towards the challenge of the migratory phenomenon as a whole, undermine or hinder any good governance approach whatsoever. The fragmentation of the administrative bodies and their lack of connection, leads to the blockage of a wider perspective in policy-making and hinders the implementation of multi-dimensional, co-operative and flexible policies.

Both the subject and the task are too complex and disperse. Moreover, the project partners represent very different ways of conceptualizing and organizing the processes of integration. It takes a long time to learn and understand the conditions of each territory: historical dimensions and political settings have made complicated, and sometimes hindered, to draw conclusions.

Nevertheless, the panoramic overview of the various styles has shed light on some peculiar cases which, actually, hold inside a rather clear strategy supported by the necessary normative, financial, programmatic means. Where present, a coordination of actions is mainly dealing with labour market issues or cultural integration: thorough initiatives are much sparser, reflecting frequently either the

lack of a holistic approach either the defect of plan and coordination around integration issues as such.

Leaving the possibility to deepen the knowledge of those topics by the analysis of the contents elaborated within the WP2 report, it is necessary to consider what model presents relevant aspects in the light of the five aforementioned good governance principles. We have sought, therefore, to understand how partner regional/local authorities have decided to address this issue from a practical point of view and highlight their positive impacts.

According to the following analysis pattern, it has been possible not only to collect interesting and relevant material for the project [work proposed and done under the WP2 responsibility] but also to evaluate them in the light of the governance principles, and above all, for the sake of this study, openness and participation. In this sense it has been possible to appreciate some of the approaches implemented in the regional territories.

Regional Governance Models

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.*

Those three elements describing regional governance might generate several combinations and be present in different ways according to the approaches in place. There are several cases analyzed by the "Routes" project and, as said before, there is no single regional model: there are various styles depending on the way the three abovementioned components are interrelated. Even if in some peculiar circumstances those variables are missing, nevertheless a model "*in nuce*" is implemented and offers interesting premises. This short summary provides a global picture; out of the analysis carried out, it has been developed the idea presented later on.

Although the lack of decentralized powers might in some cases prevent regional powers from regulating this whole matter, nevertheless relationships and contacts among stakeholders exist and might take the form of rather structured, mostly informal, developing ties [**Hungary, Central Macedonia**]. In those cases we face situations where integration is dealt with in a practical way at municipal level: policy planning can result not build around a common strategy agreed by different local authorities, above all if a coherent migration policy itself does not really exist at national level too. NGOs and migrant association carve out a space for themselves: even where public authority intervention is deemed necessary, they

seem to react quicker and respond better to migrants needs. Attempts in order to create a better strategy for networking and participation is currently in progress; with a collaborative mind, NGOs and local authorities are looking for ways to overcome their budget and participative constraints. Yet, results are still loose and no formally network or structure as been established so far.

On the contrary, despite of their competences in addressing integration issues, some regional case are partially developed [**Carinthia**] or still embryonic [**Puglia**]. On the one hand, only a part of migrants, those entitled to subsidiary protection or to asylum, are beneficiaries of regional interventions: a quite structures team work is in charge of those policies, but there is no formal instrument regulating or coordinating their involvement. On the other hand, whereas migrant group targeted is wider and sets of services are wider, both the debate over integration [and migration, being it a rather new phenomenon in terms of third country nationals chare present on the territory] and the establishment of platform to facilitate the participation and involvement of all stakeholders are being built simultaneously. A new migration law will also, really soon, regulate the whole policy field. In this regard, strong and ambitious commitments have been engaged by the current administration [see Annex II].

More experienced territories, have built, though, different approaches to channel integration policies: while in some cases a holistic strategy seems to be stressed [**Valencia**], with a strong focus on human rights protection [**Stockholm**] or on anti-discrimination policies and social inclusion [**Uppsala**], a rather labour-market approach can be noticed in one of the driving economic forces of the EU [**Veneto**]. An interdepartmental [sometimes together with a governmental] commission, arises with the scope to coordinating actions and taking decision affecting integration policies.

Plans for integration, detailed policy agendas, might provide for Forum for integration or Advisory Councils giving other stakeholders the opportunity to take part to the discussion and opening up, mostly, to the citizens, civil society, professional associations. Research bodies as well as Observatories are established in order to back up policy planning and implementing activities. Those governance systems are affected in different ways by their respective central levels: the Scandinavian case shows a better blended interaction than the Mediterranean examples, where co-ordination should be improved . As well as in regard of the division of competence and the appointment of tasks, the former seems to rely on a more solid structure.

Some other cases have been analyzed from a national perspective, situations where governance approaches derive from long-term experiences, benefit from efficient coordination among structures, and rely on wider legislative competences as well as on bigger financial means. If on the one hand [**Portugal**] the integration issue is addressed in a excellent way, providing for a national body dealing with it and planning policies in a open, concerted and representative way, in coordination with the relevant ministries, on the other hand [**The Netherlands**[28]] integration responsibility has been shifted continuously during the years, passing from the

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[28] In the Netherlands, immigration rules come from the Ministry of Justice and enforced by the Immigration and Naturalization Service [IND], but municipalities are mainly responsible for the integration of their citizens. Romano Toppan, WP2 Report – Immigrants integration policies: road map to the governance – Experiences and good practices of the European Regions, 2008 [contribution from Maria Verkade – SAMAH Organization].

competence of one ministerial structure body to another: this has sensibly affected ways policies have been oriented and delivered.

In particular, the Portuguese model has established a significant integrated system for the study, discussion, planning and implementation of integration policies in a quite participative way. Next to the High Commission for Immigration and Inter-Cultural Dialogue [**ACIDI**] set up at national level to comply with the aims and objectives embedded in the Plan for Immigrant Integration and contribute to the overall improvement of migrants living conditions, it must be underlined the role of the Consultative body [**COCAI**], called on in a really early phase of the decision-making process, both discussing and proposing new initiatives around integration. Its composition demonstrates an open as well as variegate participation of every relevant stakeholder, the frequency of its meeting shows the particular attention on the need for coordinated actions and shared decisions. Beside this involvement, several services, animated almost by a consumer-oriented approach, address migrants needs seeking to get as close as possible to them [**CNAI**]. Every field integration-related provides for networking and collaboration between host society and third-country nationals, in order to facilitate their integration in the society, to recognize their rights, to provide for them to access to services and social life and enjoy dignity and equal opportunities.

The cases object of examination clearly show how the public sector is trying to set up structured system to deal with and manage migrants' integration policies: governance styles vary sensibly from rather loose and disconnected forms of organization, to cases where a clear logic and setting can be spotted. Participation is a core element of a good governance approach: if into place, this leads also to a better understanding of policies, a stronger involvement of different actors, an increased sense of responsibility among all the relevant stakeholders part of an enlarged decision-making process, quicker matching among needs and demands and tools to satisfy and respond to them.

Analysis of governance outputs

Immigrants are not always received with open arms in the systems to which they aspire. They encounter barriers to integration. The host society must engage in a process of structural integration, namely the acquisition of rights and the access to position and status in the core institutions of the host society: economy and labour market, education and qualification systems, the housing system, welfare state institutions [including the health system], and full political citizenship.

Relevant data [yet still insufficient] have been delivered by the project partners considering the distribution of migrants' share on the global local population and their involvement as for an active problem solving in seven different domains, crucial for a thorough integration process, namely: housing, education, employment, health, social participation, legal and political integration and cultural integration.

The scope of analysis proposed is due to the fact that integration policies are to be conceived for a long-term and successful establishment of persons in the hosting society: a holistic approach is deemed to be achieved. In every sector of social life there must be a concrete intervention: this founding idea explains our research on different crucial topics and their relative policies.

"*In a holistic and existential perspective, the key to integration is not work but complex processes of mental, social, symbolical and cultural reorientation of life, where work is only a part*"[29]. Too many times, though, integration policies generate from debates over EU needs to match labour market shortages. Integration is a cross-cutting subject, which means that a variety of stakeholders belonging to different policy-fields are to co-operate and make their contribution to this process.

Those followings paragraphs are only some brief results which the regional governance of integration policies delivers. It can be stated that those are the objectives governance models seek to achieve in the territories of their responsibility. It will be immediately clear that the territories where a good governance approach is already into place benefit from better outputs in terms of policies, services, achievement of basic integration goals.

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.

Policies in this field move from the recognition that migrants face much more disadvantages in comparison with country nationals as to their access to housing. To fight back the situation where migrant share of owners is much lower than their national counterpart, regional and local authorities have been, or are in the process of, creating tools for a better integration in the market through special plans [**Stockholm, Uppsala, Valencia, Portugal**] or the setting up of social real estate agencies [**Puglia, Veneto**]. In few significant cases those actions are concerted in an open manner with NGOs participation [**Portugal**]. In most of the cases, they are implemented into urban areas, where concentration of migrants is higher.

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.

Guarantee for education for children is respected in every territory under this survey, sometimes compulsory [**Carinthia**] Solutions to migrants integration in the education system are to find in the recourse to the figure of socio-cultural mediators [**Puglia, Portugal, Veneto, Uppsala**]. They generally facilitate interaction between State services and immigrant population as well as establish a closer relationship with immigrants. Sometimes education courses are provided as well for adults besides peculiar trainings for teacher dealing with a multicultural environment [**Portugal**] or are tailored on specific migrants' and job-oriented

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[29] Kenneth Ritzén, Fernando Alonso, Daniel Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.

needs [**Stockholm**]. It is worth underlining the efforts in order to a ever broader co-operation among different relevant stakeholders [**Uppsala**]. Problems are faced as for tracing illegally staying migrants, but not in integration due to their background close to nationals one [**Budapest**].

Employment

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

Several actions have been developed so fare to fight against a plague concerning mostly migrants: their illegal employment amounting to severe level of labour force exploitation [**Puglia, Portugal**]. In some case migrants can show a low degree of unemployment [**Budapest**], whereas in most cases they face particular problem in order to access the labour market [**Netherlands, Portugal**]. Although they represent a more relevant share in terms of workforce [**Portugal, Valencia**], they are often employed in a workplace at a lower level than their actual qualification: the "brain waste" phenomenon affects mostly every territory of the Routes partnerships. However, action to reduce this problem have been implemented by mean of providing contact with the business sector [**Puglia, Portugal, Veneto, Stockholm, Valencia**], or by mobility into specific working fields [**Central Macedonia**] or co-operation and more training [**Uppsala, Portugal**].

Health

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

To ease the access of migrants to health services is the main goal of regional policies in the field. While most of the cases concern legally residing migrants, whose access is normally ensured by registration to the health services, in some cases basic health services are provided for irregulars [**Puglia, Portugal**]. Information is deemed to be given to target groups [**Stockholm, Uppsala**]. An unexploited amount of actions are carried out by private stakeholders whose role is much closer than the authorities' one.

Social participation

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

Social participation seems to be one of the field where a lot has been already done and achieved, in terms of migrants association. More focus is yet needed on their actual cooperation with the local authorities. In this sense mappings are currently being dealt with [**Puglia, Uppsala, Veneto**]. Young active participation is also a new trend in this field [**Valencia, Netherlands**]. Sometimes, though, associations take over local power's role in order to remedy their lack of legislative competences

or economic autonomy [**Central Macedonia, Budapest**]. A constant involvement of migrants associations is guaranteed through their active participation to advisory councils, debating on policy and legislation [**Portugal**].

Legal and political participation

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

Beside the fact that no migrant as access to vote or stand for in local elections, some steps towards rather-informal practices have been developed so far: advisory groups or councils have been set up in order to give migrants voice on issues of their direct concern [**Puglia, Portugal, Veneto**]. In some other, yet limited, cases, facilitated ways to become nationals are seen as an opportunity, due to both historical and ethnic legacies of their specific migratory contexts [**Budapest, Portugal**].

Cultural integration

Creating an atmosphere of mutual understanding in a society.

Uneasy to assess [**Puglia**], this field has also been exploited more with a bottom-up approach rather that with a top-down perspective. Policies underpin actions towards the full respect of religious views and opinions [**Carinthia**], the mutual understanding between host society and migrants [**Central Macedonia**], the involvement of associations into a multicultural context [**Portugal, Stockholm, Uppsala**]. Use of cultural mediators is once more deemed useful in a migrant-related framework [**Budapest**].

Migrant Integration Policy Index

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[30]: although some of the field of interest are not covered by our research, it is indeed interesting having a look at those scores and consequent position across European countries, elaborated by one of the first EU-wide attempts to score integration policies by analytical indicators.

Beside the excellent performance of Sweden, we can outline the high quality job implemented in Portugal. Some big gaps exist among the partners as for access to

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[30] The Migrant Integration Policy Index [MIPEX] measures policies to integrate migrants in 25 EU Member States and 3 non-EU countries. It uses over 100 policy indicators to create a rich, multi-dimensional picture of migrants' opportunities to participate in European societies. MIPEX covers six policy areas which shape a migrant's journey to full citizenship - http://www.integrationindex.eu/ [2006]. In the chart proposed, territories ranking in the first three positions among the 28 MIPEX Countries have been highlighted.

nationality and to labour market. The Austrian, Greek and Hungarian cases are the ones lacking behind in comparison with rest of the partners. Anti-discrimination seems to be targeted in a rather efficient way in the majority of the territories. The average score in the 28 countries, finally, provide us with a interesting global comparative perspective.

Country	Access to nationality		Antidiscrimination		Family reunion		Labour market access		Long-term residence		Political participation	
	Score	Position										
Austria	22	28	42	22	34	27	45	20	55	18	34	17
Greece	25	26	58	13	41	24	40	22	60	16	14	24
Hungary	36	20	85	3	50	18	40	22	50	23	29	20
Italy	33	22	69	11	79	3	85	3	67	5	55	10
Netherlands	51	8	81	5	59	16	70	9	66	10	80	5
Portugal	69	3	87	2	84	2	90	2	67	5	79	6
Spain	41	14	50	17	66	8	90	2	70	4	50	14
Sweden	71	1	94	1	92	1	100	1	76	1	93	1
MIPEX 28	44		59		58		58		60		46	

It would be very much useful to have access to data and indicators collected and defined also on a regional scale. It would be also interesting to score integration in other relevant social life aspects, beside those listed in the chart. In this sense, we believe a follow up of this project as well the setting up of local observatories could enable deeper and better researches. Yet, the complex nature of the policy field itself should be carefully taken into account as it might represent an obstacle likely to hinder comprehensive studies.

4   Civil Society Participation

The "Routes" governance style approach shows an interest in deepening also the knowledge about the panorama of NGOs and associations animating our societies: several times they are the actual actors working on the field and implementing decisions taken at an upper level by political bodies.

Civil society must itself follow the principles of good governance, which includes, as we seen before, accountability and openness. Active participation is an important factor for a good governance model. On the other hand, a better involvement requires greater responsibility by all the actors.

The survey carried out by the WP3 been first to facilitate a mapping of the landscape and a classification of immigrant organisations and NGOs dealing with integration throughout our partners regions. The second task has been to identify their practical contributions as well as their roles in decision-making process on different types of governance levels among Regions partner.

The question of civil society participation gives room to a number of reflections ranging from their nature and goals, their role in our societies, their development through the years, their adaptation to various local scenarios, their participation to the political debate, their capacity to influence the decision-making process, their attention towards sensitive issues.

Those have all been issues at stake in our study: they have also underpinned the common need for an examination of different local contexts and the consequent idea for a common module for regional governance of integration policies.

Categorization of civil society

More and more, non-public actors are involved and called on to take part to the planning and the delivery of integration policies: they represent a major diversity of policy actors involved in the decision-making process. They create networks whose role and weight might vary not only per locality but also per policy area.

Several studies reckon a rather strong influence processes that those "informal" actors can activate from a bottom-up perspective. Unions, NGOs, immigrant associations, social movement, etc…are examples of these informal processes. Researches analysing bottom-up influences arising from civil society actors, thereby looking more in-depth at multilevel governance relations, are though still in a nascent phase.

Therefore, the WP3 has tried to list organizations and associations that were possible to be reached in the field and analyze their actual nature although time constraints and lack of efficient communication tools prevented partner public authorities from widening and developing considerably their research.

Quantitative investigation should continue, in order to ensure knowledge of the NGO landscape throughout Europe. In this way important information could be

added to the already existing statistic data. Nevertheless the final result has been remarkable, leading us to a quantitative and qualitative analysis of 63 bodies in 10 different regions able to reach out some hundred thousand active members.

Thanks to a couple of useful formats has been possible to go on to a classification of associations and active NGOs which the table hereafter elaborated summon visibly up. The feedback provided by those bodies it has been extremely useful for the shaping of the common founding idea elaborated by this report.
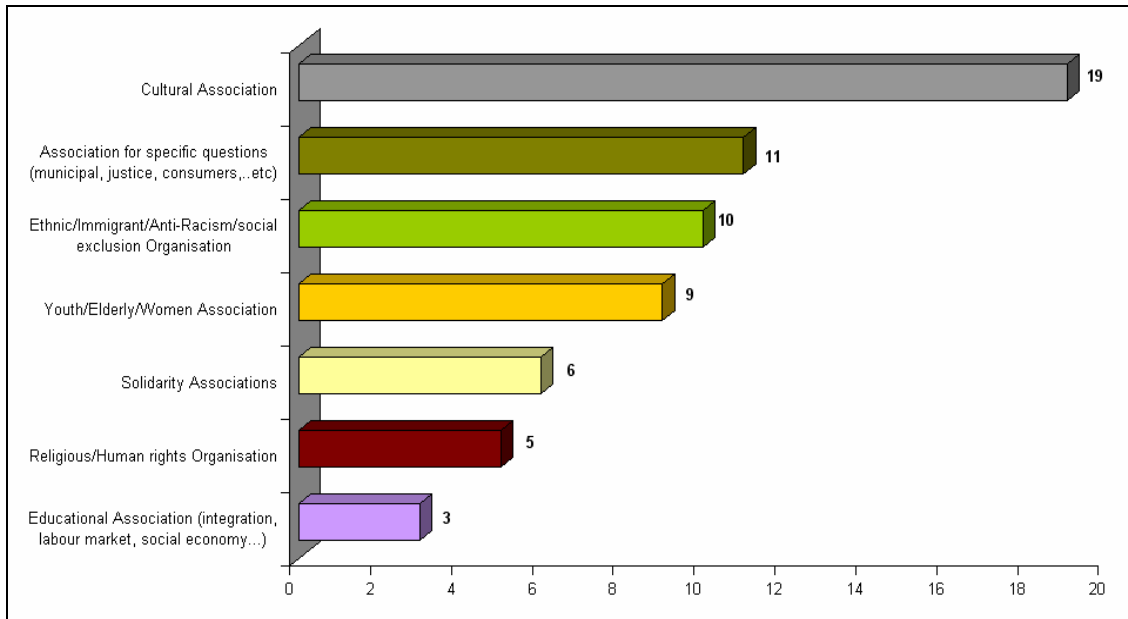
Categorization on 63 NGOs and associations subject of analysis[31]

Participation modalities

The participation can underpin several ways, from a multi-level governance analysis perspective: "*not just formal decision-making processes, but also semi-formal and informal ones,* [i.e., bottom-up pressures arising from civil society]"[32]. They differ one from another, on a scale from a formal [rather legal] structured form to a rather informal or, even worse, loose manners through sporadic activities and interaction.

Moreover, participation and involvement of those actors differ also with respect to the scope of their activity. In fact, civil society representatives may:

·   push the definition of the policy agenda [lobbying/planning role],

·   take part to the decision-making stage [mainly consultative role],

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[31] Kenneth Ritzén, Fernando Alonso, Daniel Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.
[32] The multilevel governance of migration - State of the art report Cluster C9 - Giovanna Zincone and Tiziana Caponio, 2004.

· be entitled of implementation activities [delivering role].

An important question in the WP3 was in what phase, in different levels of governance, NGOs are involved in the decision making process. Most of the NGOs in the study are involved in the middle and late face, the consultative and implementation.

According to the feedback provided by the association and NGOs contacted by the partners [where those were actually able to give a clear picture!], it is evident that their actions and efforts are merely relegated to the phase when policy planning is basically already agreed by political actors and administration, with a massive concentration in later stages.

Lately there has been a significant trend to turn to consultative *fora* where migrants associations are gathered together with the decision-makers has: yet, it is the implementation phase in which the majority of their action are of a considerable importance.

Early Planning

Implementation

Consultative

Decision Making Process [DMP][33]
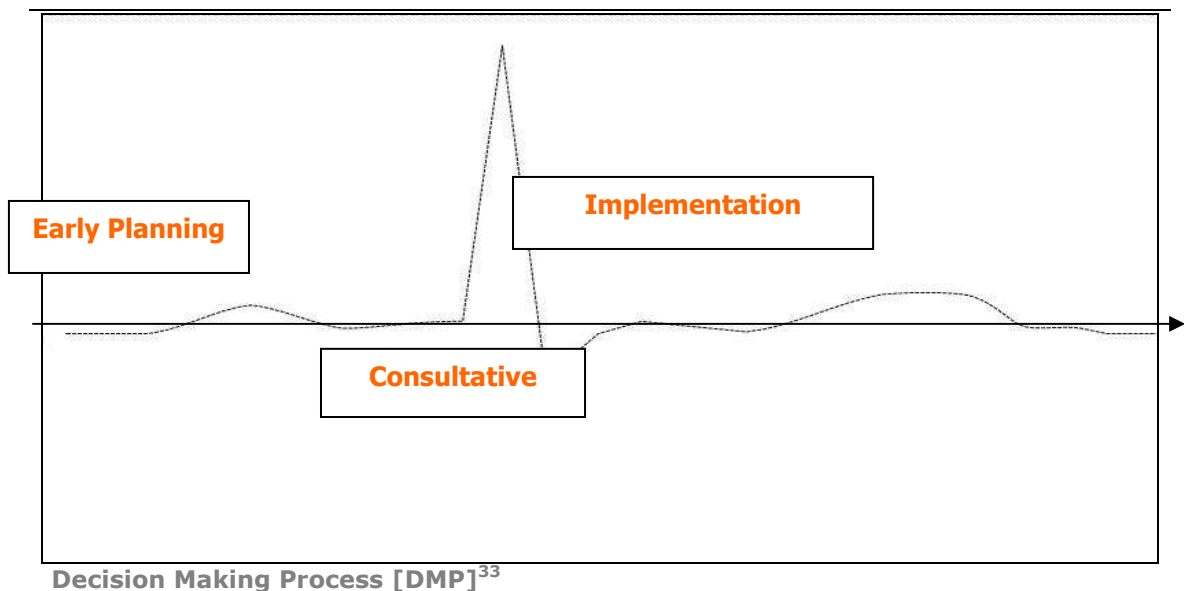
According to latest researches, regional authorities made the choice to transfer part of the responsibilities for immigrants' needs to NGOs and other social bodies. NGOs have, then, become slowly more service providers or even technical specialized public authorities' delegates rather than policy-planners or -makers.

They seem to be better tailored for a role aimed at lobbying the political levels and pushing "hot" issues into their agenda rather than taking an active role in the policy planning phase.

"*Whereas, in some sectors [e.g. education], there is an obvious predominance of public actors and residual participation by private and social actors, other sectors [e.g. social services] have management networks largely linking the regional*

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[33] Kenneth Ritzén, Fernando Alonso, Daniel Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.

administration and the civil society actors"[34]. NGOs and associations can guarantee, as well, a better rights protection whereas public authorities might show insufficiency in terms of lack of skills and know-how.

There are some relevant factors explaining the reason for which those bodies have mostly gained a marginal position and shaped residual [and mainly unstructured] forms of participation in the decision-making process.

Lack of instruments for active participation

There are different ways for non-public actors to participate to the decision making process according to the study. Some are formal and more direct, for example an institutionalised participation in strategic meetings and units, as well as an institutionalised consultative/advisory role. On all levels, local, regional and national, partners can be member of different forms of councils.

But there are also informal and indirect ways to participate. One conclusion from the WP3 is that extensive influence from NGOs seems to be canalized in this informal way, which paradoxically assures that they have noticeable level of influence on decision making. Moreover, where competences at local level [i.e. decentralization] are absent, or migration is not yet considered a forefront policy issue, NGOs play a crucial role, in a pragmatic and flexible way.

Civil society involvement in the discussion stage [when not in the decision-making phase!], could, yet, ensure a better orientation of local policies as well as enhance the ties within all stakeholders. This would lead to a higher awareness among the whole population as well as to a higher decree of responsibilities as for the implementation and management of public policies from both sides.

Anyway, most NGOs show ambiguity towards public sector. "*They want to uphold independence from politicians, civil servants and public sector. However, they most often show interest in contact and collaboration*". Sometimes public sector even starts parallel – or overtakes – activities already existing in civil society.

An overview on their work might avoid repeating actions: a better co-operation could lead to more effective results. Nevertheless a slight improvement of their mutual relationship has been observed during the latest time. This according both to research studies in the field as well as to "Routes" survey feedback.

Financial dependence on public sector

NGOs have seen their nature and ideological impetus altered by the strong ties with, if not economic dependence on, the local Public Authorities. They have become somehow subcontractors, many times co-opted to implement Public Authorities decisions in terms of better know-how, efficiency, capacities, presence NGOs can provide.

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[34] Immigration and integration policymaking in Spain - IMISCOE Working Paper 21 - April 2008, María Bruquetas-Callejo, Blanca Garcés-Mascareñas, Ricard Morén-Alegret, Rinus Penninx and Eduardo Ruiz-Vieytez

"One main topic for NGOs is how to deal with and react on public sector's interest to finance activities within civil society. Most NGOs strive to uphold independence, but at the same time they apply for more monetary support from public sector. Other NGOs are firmly convinced that economical independence is a condition sine qua non in order to preserve the character of a stakeholder in civil society. Others have no principle opposition against mutual interdependence, visualised in public funding, cooperation and method development"[35].

The financial issue as a strong impact on civil society participation: it influences its own range of action and its possibility to achieve any given goal, but it also determines a new relational framework with the institutional bodies legitimate to exert power on the territory.

The need of money might amount to a kind of "unwritten" social contract: the existence of those bodies is guaranteed and uphold by the distribution of money for activities of firm concern of the public authorities, not always driving at the best result for the society. This means, in other words, that civil society bodies generally seek for money to survive rather than being given it in order to accomplish with real needs and with a collaborative mind.

This also implies a lack in a long-term activity: sometimes the urgent need for funding generates a rush to keep contact with local politicians rather than a sound perspective on their future role within the society.

Absence of coordination[36] among social actors

NGOs and associations do not only face problems in enhancing their ties with the local authorities by means of rather structured ways. As a result of ambivalent relationships and lack of coordination among the civil society actors themselves, there is quite often a situation of competition.

Sometimes there is no development of mutual trust. Sometimes this struggle leads to the situations in which their activities might overlap. Sometimes similar bodies are to fight for the same share of money given out by the local powers rather than cooperating in a more constructive way. Those working conditions generate a consequent difficulty to achieving a considerable impact on the political agenda.

An up to date mapping of their presence on the territories would help the public authorities to get a clearer picture of the work implemented and the actions carried out. NGOs and associations naturally work in close contact with people, they

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[35] Kenneth Ritzén, Fernando Alonso, Daniel Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.
[36] Menedék [Hungarian Association for Migrants] FP6 founded project "Network of Migrant-Assisting Organisations" goes over the setting up of a network of organisations that works in the field of migration and refugees in Hungary and clearly shows this problematic. [WP2 Report, p. 187-188, WP3 Report, p. 38-40]. Adapted to the Hungarian context, the project clearly shows the difference in networking between Hungarian and non Hungarian organisations and highlights how migrant associations of migrant with a background similar to the local population's one, are better integrated to the host society, while other NGOs and associations seems to represent spare disconnected cases in the national landscape.

implement policies as well as benefit from public help: in terms of knowledge, they have developed through the years tools and skills likely provide services in a more tailored and appropriate way.

A greater coordination could also present some positive results with regard to a better achievement of specific goals and more efficient responses to the needs of local stakeholders as well as migrants' communities themselves. A common action on the decisional bodies could have a grater impact as for the planning of crucial issues in integration policies.

Supplementary considerations

As far as the structure of this project is concerned, it is significant the decision to constitute at EU level some kind of co-ordination gathering umbrella associations of NGOs in order to discuss about specific topics about integration policies dealt with by the European Institutions: a vigorous single action by social actors would represent and defend much more incisively migrants issues.

A common strategy would also avoid them from "fighting for the same slice of cake": too many times NGOs and associations take part to policies implementation moved by struggle for survival. Working with a long-term perspective and a collaborative mind would lead them to a better appointment of tasks.

In addition, a certain co-ordination of many social actors would get around a rather consolidated state of things: often, only those in direct contact with decision-makers or lobbying them are those then implementing actions. This is one of the most interesting remarks underlined by the interviews given by the NGOs and association involved by the project.

Another consideration, moreover, follows consequently: could public sector create a tendency to connect financial support with diverse conditions and control interests on civil society's work?

This distortion of roles could frame a completely new distribution of competences and tasks in our societies: it could lead to a shift of responsibilities from on stakeholder to another rather than to a balanced and concerted allocation of powers, where the upper level allocates financial resources and the lower one executes its duties, under specific instructions and conditions. This sort of control system might be revised in order to ease the relationship among different powers.

Societies with an established formal infrastructure might have a lot to learn when it comes to the roles of actors from civil society in safeguarding human rights and granting basic services: on the other hand, many questions handled by non-state actors in some other different contexts might be better addressed in a centrally managed manner, having regard at the same time for the need of participation and mutual listening. Those two approaches do not necessarily converge or complement each other. In this respect, communication needs to be fostered.

In order to enhance partnership between public and private partners in civil society, all partners need to understand the meaning of public sector's intervening into peoples' life. The logics behind this gap is often *not understood, neither accurately*

explained by the professionals[37]. Respective roles must be called into question: a deep reconsideration would avoid the risk of overlapping [if not contrasting] activities.

Civil society could become increasingly a complementary and balancing energy to the public sector as well as a constructive part of the democratic systems providing for a better protection of basic civil rights. In stead of refuting to listen, public sector could improve the relationship by canalising civil society's active role into a methodical involvement and, thus, opening for more solid roles in decision making processes: public sector could transform NGOs and associations' creative energy coming from dealing with the inexperience of public sector itself.

There is, therefore, a need to further investigate and better understand the role and the powers of the plethora of NGOs and migrants' associations delivering integration policies at local level and to outline the way to improve their activity and participation in shaping those policies.

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[37] Kenneth Ritzén, Fernando Alonso, Daniel Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.

5   A module for regional governance

In the previous chapters several points, addressing the issues of governance styles and civil society participatory practices, have been targeted. WP2 and WP3 reports have represented extremely important sources of reference for the editing of this study: they have contributed to investigate different realities in a both qualitative and substantial way.

The process of best-practices sharing and benchmarking has been put into place conveying, then, significant information: a detailed report, yet in need of further deepening, on regional and local authorities' implementation of integration policies has clearly pictured the complexity of such a policy area.

Controversial issues

A meticulous attention to the previous considerations has led us to figure out and formulate a proposal of a way which might give actual effect to a governance module combining theoretical principle with concrete actions for a more structured participation and constantly efficient involvement of the whole society to the general debate over integration. Paving the way towards the theorization of a module for the regional governance of integration policies, though, has not been easy for many reasons.

Different and limited competences at local level have showed their direct impact in the planning, shaping and delivering of integration policies. The axiom of integration as a policy field better targeted at the lowest and most decentralized administrative level, in accordance with common shared planning at the upper level, is not always matched with an actual delegation of powers.

The problem of the decentralization reverberates on the content and the modalities of integration policies implementation: rather developed networking practices have been created to answer the demands coming from the migrant communities. The Greek and Hungarian contributions to the Routes project are examples showing how different forms of stakeholders' aggregation can overtake the role pf public authorities.

Moreover, even if rather adequate forms of decentralization and empowerment of local bodies in endorsed, some other problems might remain unsolved, such as their reproducibility in and adaptation to completely different context. Our idea has moved from the belief that, regardless of the powers distribution in a given country, the module proposed could fulfil the criteria of good governance and respond to the demand for a more participatory approach.

In this respect, the focus of the study has paid attention more to the conception of a structured governance module and its achievement rather than to the legal/technical regulations making it work or to its results in terms of concrete policy outputs. The main goal of the Routes project is to benchmark and highlight best practices in order to create a practical, sustainable and pliable tool likely to be reused in different context.

The idea it has been, therefore, to look for common elements that can underpin such a structure: the following proposal of a "module for regional governance" seeks to provide answer to the controversial issues examined earlier. Both quantitative and qualitative data collected by the project partner have made many facts come to light.

Among the variegate framework outlined by the previous reports, it has to be borne in mind that local authorities and communities are facing the same problems: common matters could be addressed by means of a common strategy, regardless of the contents delivered. In this sense a holistic approach can be the appropriate answer for decision-makers: multi-sector-based responses must support the achievement of comprehensive integration policies.

Participation and responsibility

In the previous chapters, the concept of participation has been dealt with both from the perspective of the implementation of good governance principles and from the point of view provided for by the social actors themselves: the most effective way for public sector to build an open society is to take responsibility to establish open and durable framework for an ongoing communication between the partners. In this sense, the experience from ACIDI in Portugal [but also from NGO partners of or involved in the project] is significantly edifying.

Both current discussions and practical moves are disperse and not coordinated. In this respect, we face an enormous challenge. The challenge is to pave way for a more coordinated and constructive dialogue upon these over arching topics concerning our common future. There is a need to encourage all contributors to listen to and co-operate with one another. Integration policies are often designed in a top-down manner: this approach fails if it does not take into account the migrants [both individuals and organizations which participate in the implementation of integration measures] as actors, and their specific goals, needs, competencies.

A lack of communication with civil society as well as their loose involvement in the policy shaping process seems to be the most evident problems in the way towards an effective achievement of good governance of integration policies. A better communication with NGOs and migrant associations would also provide policy-makers with a brighter picture of our societies: it would ease their work as far as integration policies are concerned, based on a reliable feedback coming from representative of the migrant communities.

Also the European Parliament has called on member States and regional and local authorities

·   "*to stimulate interaction between immigrants and their host society by promoting, inter alia, shared fora, intercultural dialogue, seminars, exhibitions and cultural and sports activities;*

·   *[…] for the creation of new, or the support of existing, structures to allow immigrants to integrate into the host society in order to avoid the social exclusion of newcomers and of those who have already settled but who find it difficult to integrate*

· *[…] for support to be provided to migrant organizations in their territories and for the strengthening of ties with the migrants' home countries*"[38].

Actions focusing on participation and citizenship and measures targeting the host society would serve as pillars of integration policies aiming at the prevention of social alienation[39] as already called on by the Ministries responsible for integration, in their meeting held in Potsdam in 2007. Enhanced participation, could also address and try to fill, partially and not utterly, the problem regarding the democratic deficit, issue often called on in debates across EU countries to underline the distance between the political level, citizens and local democracy.

Moreover, active participation and constant involvement in the policy planning phase, by means of rather structured platforms for dialogue and information sharing, could also remove some persisting doubts about NGOs and associations' role in the society: from an increased empowerment would also result a higher degree of responsibilities. This will result much more if a stronger role in the management of policies would also follow.

As examined before, many studies reckon a limited range of action of NGOs due both their economical as well as organizational constraints. In this way they could work and collaborate with other stakeholders in order to target integration issues in a long-term perspective. A more factual matching between society's needs and outputs to deliver could be possible with regard to financial allocation and policy goals.

Theorization of a module for regional governance

The ambition of proposing a module for a regional governance of migrants' integration policies has been conceived moving from the previous considerations and analysis. On the one hand a long way separates our societies from an effective strengthening of good governance principles implementation. On the other hand an increasing attention to the important feedback and the relevant role of "civil society" actors might provide to integration debates and policies do exist.

The final idea, deriving from the numerous issues previously analyzed, should comply with good governance principles, pay attention to local competences, guarantee wide and open participation, sustainability and pliability to different contexts. It should envisage, from our point of view, the following elements.

· **Inter-Services** [inter-ministerial] **Group**. Integration is a very multi-faced policy field: it's not only about regulations of migratory flows, entry and residence permits issued for third country nationals. Integration concerns every aspect of life, on which specific interventions by the public sector need to be implemented. Moreover, those actions can not be separate and disconnected from one another:

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[38] EP Resolution 2006/2056 [INI].
[39] Commission Staff Working Document "Strengthening actions and tools to meet integration challenges - Report to the 2008 Ministerial Conference on Integration" SEC(2008)2626.

all social life contexts are strongly tied, affecting and complementing each other and, therefore, need comprehensive responses. In this respect inter-services working tables should be backed up within administrative and decision-making bodies. A single service could, though, monitor immigrant integration policies and to ensure that policies are mainstreamed throughout all levels of government. This trend is currently implemented in many public bodies at different levels, but researches on its effective consequences in terms of policy achievements and practical results are still missing.

· **Observatory**. An increasing trend, at all political levels [EU, national and local] seeks to rely on observatories, namely bodies set up to provide policy-makers with relevant data about migration. The availability of classified stocks of figures about the presence and the origin of third country citizens is necessary in order to analyze a truthful picture of our current societies. They would also help public authorities in tracing back feasible migration routes and serve as a tool for a better understanding and a comprehensive response to migration flows As an EU framework on immigration policies is being shaped, there might be the need, in the near future, to set up a European structure which could complement or even embrace current examples existing at lower levels, as the European Commission has already envisaged in its 2005 Communication on the new Framework Program on Solidarity and Management of Migration Flows[40].

· **Integration Council.** Following a consolidated tendency, many regions have, or have planned to, set rather structured form of aggregation for NGOs and Associations in order to bring their voice close to the decision-making level. Our societies are a process *in fieri*: policies must, therefore, be open and concerted to provide share and sustainable answers. In this respect, advisory [consultative] bodies could take part to the policy-planning phase, being it the stage where decisions are firstly drafted and where NGOs could play a significant role. This bottom-up approach would invert also the trend where a serious lack of involvement implies their relegation to a later [merely operational] stage. The idea, thus, is to promote such a practice, in the a way as open as possible to all relevant stakeholders, enabling civil society's representative to take part to discussion on the political agenda on integration. Modalities to participate might be left up to the responsible authorities; yet, a proportional representation as well as a matching interrelation between field of interest and NGOs expertise should be supported. In this sense, a choice to appoint and delegate the candidate NGO or associations could come from the hereinafter proposed platform. This could, finally, increase the sense of responsibility connected to an increased role in the policy planning. A periodic number of meetings should be ensured.

· **NGOs/Associations Platform.** When dealing with integration policies, policy-makers have been increasingly keeping contact with a large number of organizations representing migrants and civil society's

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[40] Communication from the Commission to the Council and the European Parliament establishing a Framework Program on Solidarity and the Management of Migration Flows for the period 2007-2013, COM(2005)123,

interests. Their roles differ according to their organizational structure, to the settlement in the peculiar local situation, to their capacity in lobbying the decision-making level. The idea embedded in our proposal is to further implement the mapping of those bodies, started at local level, promote their establishment and register them in a data base centrally monitored, which could also meet certain classification requirements [i.e. the categorization previously proposed it is a useful example]. In order to let those actors network and to reverse the tendency described in Chapter 3, the public sector could create an interactive platform for constant contacts and fruitful exchange of information among NGOs and associations over topics at stake in the potential political agenda. According to the specific policy subject, NGOs could, animated by a collaborative mind, accord to better skilled representatives, the right to take part to the relevant session of the Integration Council, in order to show and back up their position. This pattern could also be set up a other levels [i.e. municipal].

· **Immigrant Support Centres.** As the "Routes" project has highlighted, different governance styles are not only to take decisions in an open way but also to deliver policies whose implementation has to be as well participatory and addressed as much as possible to actual migrants needs. In this respect, likewise in several territories analyzed, support offices oriented to satisfy migrants needs and requests have to be put into place with a practical vocation: migrants need services to be assisted and guided in the host society. Those services should be temporary leading to a sound knowledge of the functioning of the local framework and an effective inclusion into its system. In order to do so, some basic tools are deemed necessary, such as introductory courses to the society, linguistic and professional training, access to social rights [understood in a broad way, including mostly housing, health and education]. Those services, should also be provided on the basis of the specific needs of the entitled migrants.

The goal has been, therefore, imbued with the ambition to carry out qualitative and quantitative researches, collect detailed and reliable sets of data regarding the migratory phenomenon, to create structured shared dialogue platforms and to draft concerted guidelines so that all the stakeholders involved can build sound and sustainable integration policies in an open and responsible society: if integration policies are to eliminate obstacles and create opportunities for everyone, a holistic approach must be thoroughly ensured.

Conclusions

Open questions

Despite the importance of our transnational project and its added value as part of a long term process of defining the role of actors creating welfare in society, the "Routes" does not have the pretension to provide the debate about integration with definitive answers: its activities have collected, studied, analyzed and compared different approaches in various EU contexts, trying to highlight best practices likely to be replied and adapt to other situations.

Moreover our idea has sought to address sensitive topics in a critical and challenging way: basic integration policies are mostly oriented towards the protection and fulfilment of human rights; nevertheless many other issues are relevant in order to go beyond that level of protection and ensure a better inclusion and involvement in our societies.

Some questions, therefore, remain open: I have tried to analyze and provide the reader with some points for further reflection and investigation, despite strict time constraints. Those remarks are the result of the discussions and the contents carried out and developed during our project. They are, at the same time, the conclusions and the beginnings for future researches and studies in this field. Finally, vigorous and incisive political actions are expected to address and come up with prompt reactions to those crucial issues.

Need of data and indicators

The need of data is more than ever crucial in shaping efficient policies and targeting problems. As WP2 had problems in dealing with a shared methodological and conceptual framework, the WP3 had problems with statistics: this according to the statement of our partners from Uppsala and Stockholm responsible for the mapping of NGOs and associations of migrants, work deemed to be not satisfactory for various reasons. The problem, though, is of general concern, it does not pertain only civil society's organizations.

About the availability of reliable and comparable data, it is of some importance also the action carried on by the EU when adopting a Regulation on the harmonization of the collection of statistical data's on migration and international protection [asylum][41]: this legislation was deemed necessary due to the increasing importance of harmonised migration statistics to support a wide range of Community policy areas.

Current statistics are characterised by poor data availability and significant national differences in key statistical definitions. The Regulation specifies the collection of

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[41] Regulation 862/2007/EC of the European Parliament and of the Council of 11 July 2007 on community statistics on migration and international protection and repealing Council Regulation [EEC] 311/76 on the compilation of statistics on foreign workers.

statistics relating to international migration flows, foreign population stocks, acquisition of citizenship, asylum applications and decisions, measures taken against illegal entry and stay, returns of unauthorised migrants, and residence permits issued to third-country citizens.

As for the labour market perspective, for instance, availability of more and qualitative data could prevent the so-called brain waste phenomenon: local governments could match labour-force market demand with migrants supplies and try to fill shortages by a better tailored approach: if it is true that migration can represent a major positive challenge for the EU economy, a strong reversal concerning recognition of migrants' labour and professional qualifications needs to be assessed and put into action.

Strictly linked to the issue of data and statistics is the topic concerning the elaboration of indicators aiming at scoring and evaluating integration policies and practices. In this respect, it is very muck welcome the support that studies such as MIPEX carried out by the Migration Policy Group can bring to the debate around integration.

It would be, therefore, very much useful to have access to data and indicators collected and defined also on a regional scale. In this sense, the setting up of local observatories could enable deeper and better researches. Yet, the complex nature of the policy field itself should be carefully taken into account as it might represent an obstacle likely to hinder comprehensive studies.

Moreover, even if in presence of a considerable set of numerical data, time analysis matters. Integration policies reflect and must keep pace with the quick developments our societies face: if policies ought to be open and concerted to provide share and sustainable answers by means of recognized participatory methods, data have to show, nevertheless, a picture as close as possible to reality, so as to underpin and guide their policy-makers' decisions.

Second generation and "illegal" migrants

EU and member States national policies focus mainly on the integration of legally residing third country nationals. Without going too much into the details of a topic lately often on the current agenda, some premises needed to be done as for the case of so-called "second generation" migrants and "illegal" [better "irregular", I would say] migrants.

For certain aspects, this subject is also connected to the data issue. If the former group is difficult to pick and cut out, being many of them already citizens, or having been addressed by previous integration paths, and therefore out of the scope of recent integration policies, the latter can be hardly circumscribed: only sets of rough [and not always reliable] data are available. Besides, due to their presence on the territories in breach of law, they are *de jure* not entitled to benefit from integration policies. Nevertheless, those two groups need a peculiar attention due to several reasons.

Integration policies begin can be traced back during the 70s, but they were not conceived according to scientific criteria: too many times demands for integration

policies are waved not by [or for] new arrivals but by those not fully integrated, despite their long-term presence in our societies.

In several cases, across EU countries, bad integration policies have amounted to serious cut within our societies, whose consequences are still clearly visible: numerous big cities suburbs report examples of dividing spatial planning where integration policies have not been implemented with regard to a holistic approach.

Many of them have assembled in associations and launched activities to push their issues on the political agenda: for so long their needs have been underestimated and/or addressed in a way which needs to be revised. Many of them are unsatisfied with their living standard or with their involvement in the society: sometimes they question their actual citizenship falling into a sort of "limbo" in between two different worlds [their parents' and their present one][42].

The "irregular" migrants issue animates our current political debates. their formal inclusion in integration policy is problematic. In the absence of legalisation programmes [idea strongly rejected by the latest adoption of the EU pact on Immigration and Asylum of October 16th 2008], a significant number of illegal residents may remain in their precarious situation. A whole picture is uneasy to provide; registration are not possible and data oscillates according to the source of reference.

Their presence on our territories is, though, an undeniable matter of fact. Their integration sometimes is already achieved and, in some other cases, of success. Their contribution to our economies is remarkable, although in undeclared conditions. Their access to basic social [and human] rights is limited due to their critical juridical status; weak groups are those suffering and paying the most. They populate our society and therefore acquire some significant social ties to our countries, yet they are mostly relegated to its borders.

A deep consciousness' raising is expected on this problematic matter: reflection on the needs of our economies as well as our role of democratic societies are to be assessed at every relevant political level. It is unacceptable keeping closing our eyes: labour-market tailored measures channelling migration flows by more effective means would lessen the dramatic examples we increasingly assist to. Nevertheless, something needs to be done also for those already residing in our territories: a special focus, rather than a hypocrite glance.

A sound quantitative and qualitative analysis of this aspect of the migration phenomenon could also give a global picture likely to avoid "sores" and social pathologies such as the increase of migrants exploitation, smuggling or trafficking: too many times, we assist to severe violations of human rights strictly connected to irregular immigrations flows.

Beside a broad reassessment work of the factual situation, actions and responses should be supported by adequate financial instruments targeting those two groups: it is useful pointing out that, perhaps, more could have been addressed by the newly established European Integration Fund for the Integration of Third-Country

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[42] The *banlieues* cases in Paris and other French big cities in as well as the bombing of London, both happened in 2005, are just impressive examples deemed to be related also to unsatisfactory integration policies carried out by member States during the last decades.

Nationals for the period 2007-2013[43]. Those people create welfare, but they can not be set apart, without being entitled to a mere protection of basic human rights. In the latest years only about 50 cents have been spent in favour of each immigrant's integration!

The political question

Finally, the political question comes. In most countries, political rights are hardly handed over to migrants and non-nationals. If in some cases their access to political life is favoured by national legislations [due to their ethnic origin or background closer to those of national natives, i.e. Hungary and Portugal], migrants normally encounter difficulties as to express their voice: the question remains unsolved.

The concept and modalities of participation has been discussed in the previous pages and across the whole report and they represent a first attempt to involve migrants into the debate at local level; though, the idea of active participation to local political life should be strengthened and pushed further. Some experiences and comments stemming from our partners' survey highlight an increasing demand of political rights: a starting point could be the opening of the ranks of local political parties as for the PASOK case in Greece.

"*Naturalisation is just as important as granting immigrants political rights...We should allow migrants to at least participate in local elections and to vote...Encourage political parties, trade unions and civil society as a whole…to include immigrants as full members at all levels of their respective structures. If you do not give them voting rights in local election and do not include them in the political parties in Europe you create a de facto political exclusion that is unacceptable. The report basically follows what PASOK did in Greece…A process in which migrants are representatives…It's the only way for them to speak on matters that concern them.*""*[44].

Active political life is, indeed, the step beyond the civil participation through NGOs and associations: from a group-oriented approach towards individual-rights recognition. Effective integration, or so-called "structural integration", policies are those making migrants a significant part of the host societies: it is not only a matter of rights; through real involvement comes also a greater responsibility for non-nationals, in terms of legal and civic duties.

But, recalling a statement from the Greek Association PRAXIS, "*integration is primarily a wide ongoing process that evolves constantly, and cannot be exhausted in some lessons of Greek language or through the access to employment. Since immigrants are not entitled to participate in local elections, integration is not truly*

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[43] Communication from the Commission to the Council and the European Parliament establishing a Framework Program on Solidarity and the Management of Migration Flows for the period 2007-2013, COM(2005)123.
[44] Interview to Stavros Lambrinidis, whose party [PASOK] became the first Greek mainstream political party to invite immigrants in Greece to join the party, in the light of the adoption of the Resolution of the European Parliament on strategies and means for the integration of immigrants in the European Union, 2006/2056.

achieved.". Migrants settled in our societies, above all those already residing for long periods, need to speak with their own voice: political participation could surely fill the "democratic deficit" which current societies are often blamed for.

Final remarks

Some final remarks are necessary to pave the way to further discussion around integration policies, civil society involvement and the application of the concept of governance itself. Unfortunately financial and, above all, timing's shortages due to limits embedded in the nature of the project itself do not leave our partnership enough space to further investigate the topics at stake. Nevertheless, a further, deeper reflection, about the topics dealt with by this and its previous studies, is recommended: it will provide all the stakeholders dealing with integration policies with more exhaustive answers.

A key factor conditioning the integration processes is the actual vocabulary in use and how the concept of integration is interpreted, either on the conceptual-theoretical level either on the practical-methodological one. Recalling some of the definitions brought forward by partners, NGOs and associations involved by the project, integration means to guarantee the fundamental rights and to progressively reduce inequalities between social groups. Sometimes basic human rights are excluded from policies part of the integration process.

Two broad opposite categories for a definition of integration can be outlined, namely a labour market oriented approach versus a holistic approach. The latter embodies the opinion of the majority of the stakeholders, being it in congruence with the EU policy framework still in progress: from a holistic point of view, a person can be integrated regardless of their working activities.

Integration can be also defined, according to social integration theories, as an interactive process between immigrants and the host society. For the immigrants, integration means the process of learning a new culture, acquiring rights and obligations, gaining access to positions and social status, building personal relationships with members of the host society and forming a feeling of belonging to, and identification with, that society.

For the host society, integration means opening up institutions and granting equal opportunities to immigrants. In this interaction, however, the host society has more power and more prestige: this is clearly evident with regards to the implementation of and compliance to the concept of governance itself. Successful integration and/or "*inclusion can not be achieved as long as the system in which we live creates increasing exclusion*"[45]: integration policies are very much about providing services, serving as guidance to introduce migrants into the host society, making them feel home.

A consensus seems to exist among Institutions at the European level that the local and regional authorities, should be considered, and actively involved, in the promotion of successful integration of immigrants into European societies. They

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[45] Ritzén, Alonso, Lindqvist, WP3 Report - Migrants participatory practice in decision making & NGOs roles in integration process, 2008.

represent, sometimes, interesting and praiseworthy examples of good practices and success stories for the building of integrated life environments.

"At the European policy level, major steps towards establishing a European framework for integration are underway. However, these activities mainly involve actors from the national member state level, such as national institutions and national contact points. They should be complemented by a 'bottom-up' involvement of relevant actors from the local and regional level[46]*"*.

Focused on the concrete implementation of integration policies and the effectiveness of its measures, this initiative could provide data for policy-making on the European level, and could effectively support the consensus-building process in a European framework for integration policy. It could also support the dissemination of such a consensus.

In this respect an Open Method of Coordination could be a suitable response at EU level in order to address integration policies issues: a wide approach, taking into account even sub-national levels could bring its own positive contributions, concrete answers and reliable tools to the whole debate around the governance of integration policies. The whole subject seems to be more then ever of significant importance as complementary actions at different levels [EU, national and local] are in their implementation phase.

A broad inclusive participation to policy planning and debate on integration will let our societies develop and implement decisions which everyone [local and migrant population] shapes and shares.

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[46] Bosswick and Heckmann, *Integration of migrants: Contribution of local and regional authorities*, European Foundation for the Improvement of Living and Working Conditions, 2006.

ANNEX I

The Bari Conference

Within the activities of WP4 under the responsibility of Puglia Region, an international workshop has been held in Bari on June 16th and 17th 2008. The event has sought to gather together different stakeholders: the participants of the conference were mainly the partners of the Routes project. In addition local politicians were invited, as well as key persons from the regional staff. Local NGO actors interviewed for the WP3 activities were also invited. Media was also present, both TV and newspaper.

Practical, logistical, but also thematic reasons are set behind the organization of the conference into two days format. The idea was to create a first institutional panel, where politicians and experts from either different European Regions partner of the project, either from the national and EU level could provided the audience with a broad picture of the current policies implemented and proposed for the integration of third country citizens.

The seminar has, thus, tried to give an overview about the financial tools that the EU [and consequently its member States] has set up so that integration policies could benefit from an appropriate support. Politicians have highlighted the necessity of deeper interventions: more attention by the local [and not only] authorities must be paid to address migrant needs, matching at the same time hosting societies' peculiarities.

Contributions during the second day have focused on the practical actions implemented in Puglia Region, the role NGOs and local associations of migrants have obtained during the last years, and their participation to the planning and the implementation of integration policies. Their short, yet significant speeches, have addressed many of the "hot" topics at stake when dealing with migrants integration into the host society and access to social services and rights.

Interesting remarks coming from participants and partners have animated the debate: it has been an important moment for a fruitful exchange of experiences an idea on further actions. The different sectors on which our research has been carried out have been analyzed from a practical perspective: speakers and guests have informed the audience about access to labour market, cultural mediation, housing, rights and fight against migrant abuse and exploitation. Many projects and activities have already been implemented at both local and trans-national level: information, though, are still missing, preventing many actors from benefiting of some qualitative improvements.

Praiseworthy the contribution about civic participation and political integration from the exponent of the Lecce Municipal Advisory Council, an embryonic experiment in our territory which will be soon implemented at regional level as the upcoming Puglia Regional Law on Immigration will pass.

Monday, June 16

15:00 **Day1 Workshop**
Auditorium Diocesano La Vallisa, Strada Vallisa 11

Moderator: Anna Maria Candela, Head of Integration and Programming Department - Regional Ministry of Solidarity, Migration Flows and Social Policies

Pasquale Martino, Welcome - City of Bari
Nichi Vendola, President of Regione Puglia
Elena Gentile, Solidarity, Migration Flows, Social Policies Minister - Regione Puglia
Oscar de Bona, Migration Flows Policies Minister - Regione Veneto
Gotzone Mora, Deputy Minister on Integration - Comunidad Valenciana
Carmen Cosentino - Italian Ministry of Interior - *European Integration Fund*
Giulia Henry, European Commission - DG JLS - *EU Policy Agenda on Integration and Funding Opportunities 2007-13*

17:45 **Salvatore Petronella**, Migration Policy Expert - Routes Project - Regione Puglia
Routes Project presentation: *results about migrants integration policies governance*

18:30 **Closing Remarks**

Tuesday, June 17

09:30 **Day2 Workshop**
Auditorium Diocesano La Vallisa, Strada Vallisa 11

Moderator: Salvatore Petronella

Anna Maria Candela
Regional Policies on Social Housing: "Albergo Diffuso", Provincial Real-estate Agencies, ROP EFRD 2007-13
Anna Lobosco, Regione Puglia - Labour Department
PEP and Regional Law fighting against the exploitation of irregular employment
Sergio Maglio, Regione Puglia - Immigration Department
INTERREG CARDS Italy-Albania: tools for migrants' integration
Fahma Said, City of Bari - Cultural Mediator
Housing inclusion for migrant women
Lamine Mamadou Toure, City of Lecce - Assistant City Council Member
Political and financial integration of migrants: the Salento Case

12:00 **Dimitris Varadinis**, Alexandros - Central Macedonia - Greece
The Greek Perspective
Ferdinand Alonso, Stockholm Region - Sweden
The Swedish Perspective
Antonella De Benedictis, OASI 2 - "Invisible Cities" Project
Puglia Regional Best Practice
Ines Rielli, Lecce Province - "Libera" project
Fight Against Sexual Exploitation and Human Trafficking
Patrizia Scardigno, City of Bari - "PASSI" Project
Access to rights and social services: the role of cultural mediators

13:15 **Closing remarks**

Annex II

Apulia Regional Governance contribution[47]

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 [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].

Brief description of each Regional Governance aspect

Housing. 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 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 and grassroots programmes to contrast the latter phenomenon in particular.

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[47] Contribution elaborated by Anna Maria Candela, Antonella Bisceglia, Salvatore Petronella and Sergio Natale Maglio for the WP Report - Immigrants integration policies: road map to the governance – Experiences and good practices of the European Regions, 2008.

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, 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 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.

Aims and objectives of the Regional policies

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. The project "Routes" itself traces out a new tendency: despite the lowest share as for migrants presence on its territory, Apulia Region has nevertheless committed itself in carrying out an ambitious study, which at the same time reflects and influences the latest debate and the new development implemented in integration 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 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, it sets up a pilot programme to provide shelter and relocation of exploited immigrant workers, in partnership with municipalities particularly affected by the phenomenon, called "Albergo Diffuso".

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.

Description of the concerned legislation

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, 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.].

Results achieved and impact on the Region

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.

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