

progetto cofinanziato da



Fondo europeo per l'integrazione di cittadini di paesi terzi



First meeting report

1. Participants to the meeting of the 19th October 2012

Dr. W. Kindermann	Germany - Hessen Government
Dr. I. Wilkens	Germany - Hessen Government
Mr. K. Forde	Ireland - Integration Centre
Mrs. A. Chudzikova	Slovakia - CVEK
Mrs. M. Horta	Portugal - ACIDI
Mr. D. Buraschi	Spain - Municipality of Tenerife
Mrs. M.T. Terreri	Italy - CIDIS ONLUS
Mrs. E. Bigi	Italy - Regione Umbria
Mr. A. Vestrelli	Italy - Regione Umbria
Mr. C. Formisano	Italy - Regione Campania
Pr. G.C. Blangiardo	Italy - ISMU
Dr. G. Gilardoni	Italy - ISMU
Dr. D. Carrillo	Italy - ISMU
Dr. M. D'Odorico	Italy - ISMU
Pr. A. Vergani	Italy - ISMU
Mrs. F. Locatelli	Italy - ISMU
Mrs. V. Riniolo	Italy - ISMU
Mr. P. Van Wolleghem	Italy - ISMU
Mrs. C. Demarchi	Italy - Regione Lombardia
Mrs. I. Di Lascio	Italy - Regione Lombardia

2. General presentation

Giancarlo Blangiardo presented the ORIM (Osservatorio Regionale per l'Integrazione e la Multietnicità – regional observatory for integration and multi-ethnicity) and gave statistical data on migration in Lombardy. Daniela Carrillo presented the outline of the project from the desk analysis to the creation of a common methodology through the determination of relevant variables.

3. Correspondence between local contexts European Modules and practices: participants' context presentation

3.1. Region of Campania; Formisano

In Campania, immigration influxes are relatively stable in their structure. They count a majority of women, generally young. Two third of them are irregular migrants which represent 33.000 people that are therefore not eligible to services generally provided to migrants.

Practices for integration in Campania suffer from a lack of financing by the central government. Thanks to the European Fund for the Integration of Third Country Nationals (hereinafter EIF), language tuition can be financially supported. It is in 2012 the second year language tuition are financed by the EIF.

In substance, language tuition are given along with introductory courses and are compulsory. The *Centro Territoriale Permanente per l'Educazione degli Adulti* (Territorial Centre for Adults' Education) is involved in the provision of language tuition.

With regard to the access to services, policies were fragmented until 2012 when a new fund entered into play and aimed at centralising the implementation of policies. However, it seems that practices in Campania depend significantly on the EIF. Otherwise, Region's funds flow from the central government but access to services is ensured by municipalities.

Terreri: Access to services passes through Cultural Mediators.

3.2. Slovakia; Alena Chudzikova

Immigration in Slovakia is not a wide spread phenomenon. The migrant population represents 0.5% of the entire population and as a consequence integration policies are not a main stream consideration. European Modules are not yet taken into account in policies. They however figure in soft law and therefore are devoid of binding force. No fund for the integration of immigrants is disposable.

There is also a striking lack of activities from municipalities, no accurate statistical data on the presence of immigrants on the territory, neither regarding their number nor regarding the composition of this population.

The lack of support to integration is due to two main reasons: on the one hand, lack of public funds; on the other hand, not supporting integration plays on pull-factors and deter immigration.

The IOM is present in Slovakia and provides legal advice but migrants have to complete the proceedings on their own. The CVEK, in cooperation with municipalities, aims at rising awareness on the presence of migrants.

Language courses are given by NGOs, financed by the EIF and EFR. Guidelines for language tuition exist but only for children.

As there are no accurate data, it is difficult to gauge the composition of the migrant population. However, Ukrainian seems to be the most represented minority. There are also Vietnamese (for whom we can speak of a second generation of migrants) and Chinese.

3.3. Portugal; Marisa Horta

In Portugal we count about 400.000 migrants, representing 4.5% of the total population, at the top rank of which figure respectively Brazilians, Ukrainians and Cape Verdeans. Until 2001, immigration waves departed from Portuguese ancient colonies. From 2001 onwards, migrants come from eastern countries.

The trend is towards the decline of immigration to Portugal: less and less favoured as a place to migrate to and remain (the same trend is observable for irregular migrants).

ACIDI, belonging to public institutions since 2007, has as a main task the guarantee of equal rights. In Portugal, measures are taken at the national level mainly because of the almost non-existence of a local level in Portugal when it comes to immigration as migrants tend to concentrate in Lisbon and surroundings.

3.4. Region of Lombardy; Francesca Locatelli

Lombardy is a Region favoured by migrants. 25% of the national migrant population lives in Lombardy. Migrants represent there 10.5% of the population of Lombardy. Immigration in Lombardy is not ruled by regional law; but rather, policies and practices refer to national law.

Otherwise, the Region of Lombardy is involved in a range of activities with respect to language learning, rather close to European Modules. Since 2006, two programmes of a regional scale have been launched: “Certifica il tuo italiano” (Certify your Italian level) and “Vivere in Italia” (living in Italy). The Region of Lombardy works within a network made up of different actors: more than a thousand actors from the administration, schools and civil society. The CEFR is taken as a frame of reference and teachers are trained for the provision of language tuition to foreigners.

With respect to access to services, a regional programme called “TelefonoMondo” (World telephone) consists in a free consultancy in different languages to ensure the access to services.

Funds originate from the State and the Region but remain scarce.

3.5. Hessen Government; Walter Kindermann

The migrant population in Hessen is far from being characterised by irregular migrants. To the contrary, the legal proceedings for asylum application and appeals to challenge decisions make the process rather long. In the meantime, the asylum claimer is eligible to welfare services. In sum, there is much less reasons for a migrant to be irregular than in other States.

Hessen counts 6.000.000 inhabitants amongst whom 700.000 are foreigners and 1.500.000 have a migration background. The main countries of origin are former USSR countries and Turkey.

Introductory and Language courses are legally mandatory. However, nothing really obliges migrants to follow German courses. Language courses are not free but they can be financed by the Federal government. To that, Hessen adds classes for beginners.

In Germany in general and in Hessen in particular, migrants are at a third generation stage. Migrants participate to different aspects of the society life and they also feel more and more German. In another manner, the German society acts in a more and more inclusive way, so long as migrants contribute to the welfare of the German society and economy. There is however a trend that leans towards stigmatisation / labelling of the migrant over the newspaper and in people's minds: the migrant is the poor, even if on the territory for three generations. To put it differently, the migrant is considered as such when living in poor conditions whereas "successful" migrants are regarded as integrated or no longer migrants.

3.6. Integration Centre; Killian Forde

Ireland has long been characterised by emigration before turning into an immigration destination. In the 90's, very few foreigners were censused in Ireland; for instance, in 1991, only 1% of the total population was not Irish. Today, Ireland counts about 12% of immigrants. Ranged in decreasing order, the largest community is Nigerian, followed by Indian and then by Filipino. In contrast with most countries, Ireland has a massive population of immigrants that remains invisible as it is composed of highly skilled workers. If Nigerians migrated for asylum purposes, Indians came as IT engineers and Filipinos were called to fill the gaps in the Irish labour market.

Another striking peculiarity is that immigrants in Ireland do not encounter language trouble. About 2% of the population do not speak English.

As a matter of fact, little is made by the government for the integration of immigrants in Ireland. It is to local authorities to take initiatives in that respect. There is no official, general device for language learning but for refugees.

One relevant stake concerning English language course could be related to the learning of professional English so migrants would not be employed under their competence.

3.7. Region of Umbria: Eleonora Bigi

Umbria is a rather small region located in the middle of Italy. It censuses about 11% of migrants in comparison to the total population. Around 66% of these originate from the European Union and 33% from third countries. By order of importance, the largest community is of Romanians, followed by Albanians and then Moroccans. They are first and foremost workers, with a little proportion of self-employed. The trend is towards them staying in Umbria.

In Italy, immigration is ruled by three different levels of responsibility: National, Regional and local. In Umbria, integration is ruled by Regional law, namely law 18/1990. Two big annual programmes unfold within the framework of the aforementioned regional law. The first one is another regional law, 286/98 that encompasses social issues, healthcare, school, cultural and labour matters. Substantially, Regional law 286/98 aims at ensuring equal opportunities, legal safeguards and good relations between residents and foreigners.

Besides, Umbria has a wide network of one-stop-shops and intercultural mediators.

As regards Language and introductory courses, Umbria relies upon two main practices. The first one consists in an agreement between the Region of Umbria and the Ministry of Labour and Solidarity and involves the "Centri Territoriali Permanenti per l'Educazione degli Adulti" (Territorial Centres for Adults' Education). The second one is a practice within the scope of the EIF and is called "Italian language: I trust you".

As for the access to services, a programme in place is summarised by its title “Cloe: a space dedicated to the promotion of immigrant women”.

3.8. Municipality of Tenerife; Daniel Buraschi

The Canary Islands are situated right off western African coasts. Hardly struck by the economic crisis, Spain records a high rate of unemployment. In Tenerife, unemployment reaches the 30% bar. As one of the most favoured place for immigration during the years 2000, the local government considers immigration much more as an issue than as a need to integrate. As a consequence, no data on integration is available and no orientation towards integration is given by the Municipality. The word that seems to characterise the most its policy is improvisation. The Observatory is more of an NGO than an observatory insofar as it carries out integration activities and not so much data collection.

As a conclusion to this part of the meeting, it appeared that situations in our respective countries are completely diverse. Therefore, the comparison and analysis of practices cannot be done without duly taking heed of the context in which it is undertaken. Some other issues came up such as the definition of the migrant itself that can vary according to the country / locality, in terms of generation but also in terms of social belonging. Another interesting issue was then raised, the issue of the public perception, in line with the definition of the migrant.

4. The grid for the analysis and bench-marking; Guia Gilardoni

4.1. Presentation

A draft grid was proposed, aiming at giving an orientation to the project. It takes account of the European Modules on the one hand, and of the context on the other hand. So as to avoid the pitfalls of a too wide context that could encompass economic situations, unemployment rate or else the general level of education of the European Union, it was proposed to depart from the practices to determine the width of the appropriate context to situate the practices in the environment they take place in. To be more specific, it would consist of a twofold questionnaire of which a question on the practice would correspond to context-related questions (legal framework, ground reality and so on).

4.2. Discussion

It appeared then that the terminology employed in the Draft European Modules can be confusing or not suitable in some regards and might need a better frame to reflect the ground reality. The example of “integration goals” speaks for itself. Notably, it was noted that migrants have migration goals which are likely to be different from integration goals. Integration goals are more those of the actors aiming at the integration of migrants (NGOs, National, Regional or local authorities). In the same vein, the terms “educational background” was deemed somewhat ethnocentric in the sense that the concept refers to a European, or, more widely, to a northern criterion and does not quite suit the migrant picture, notably for Africans that can have competences but not necessarily in terms of “educational background”. The question would therefore be of the definition or even assessment of a competence that has never been sanctioned by official sources.

In addition, due to the very different panoramas from one given context to another, it has been settled that we shall refer to migrants of first and second generation when referring to migrants in the ambit of EMILL.

Finally, the grid shall take account of the role and responsibility of local authorities, mostly to figure out the role of the main actors of the process.

5. Information Collection and EMILL E-library; Alberto Vergani

5.1. Framing our activity

European Modules are to be considered as a framework of reference. Should be considered practices any kind of intervention that are not policies. The analysis and bench-marking encompass monitoring and evaluation documents.

There are three different analysis and bench-marking (or evaluation) levels: evaluation in general (public programmes and policies); evaluation of welfare intervention; evaluation of intervention precisely supporting immigrants' integration. Within the latter level, one can distinguish: direct and explicit support to the extent that measures are directed to migrants; and indirect support when it comes to mainstream welfare measures, be they according a priority to migrants or not.

There are five different types of evaluation documents: introductory books and manuals; operational guides or guidelines; articles and essays; articles or essays based on cases or experiences; reports from field researches.

5.2. Migrants' integration practices

Practices regarding very different fields (housing, learning, employment, healthcare and so on) can be assessed in different manners and at different levels. Self-evaluation is a way of getting critical points highlighted. Otherwise, one aspect can rely on stakeholders' opinions. In any case, evaluating migrants' integration practices remains a difficult task.

There are actually very different ways to assess practices. Monitoring does not echo to evaluation as much as a cost-controlling approach does not correspond to policy learning or explaining causal links to understanding interventions functioning.

For these reasons, different methods may be applied. Notably, a quantitative method through the use of monitoring data would show somewhat incomplete while a qualitative method would cover a wider range of indicators.

6. EMILL's further steps

In order to get started with the comparison of practices, each of the participants shall send his/her Desk Analysis to the ISMU Foundation as soon as possible as it is a mandatory step, the completion of which will allow the identification of relevant context variables.

Through emails and videoconferences, we are to finalise the elaboration of the grid of analysis. A second meeting in Brussels aiming at validating the common method of analysis, defining the rules for the attribution of points, will be held soon.