EMILL
European Modules and Integration at Local Level

EMILL second meeting's report

1. Welcoming words, Delegation of Lombardy in Brussels

2. General introduction to EMILL's 2nd meeting

3. From Desk Researches to the Final report

The diversity of contexts, be it in terms of proportion of third country nationals, in terms of migrant population's structure (country of origins…) or in terms of organisation of public powers on a given territory, gives rise to very different political responses and practices.

As a consequence, information obtained in Desk Researches are somewhat heterogeneous which renders the legibility of data difficult. Mainly because what is relevant in a given context is not so in another, data collected are not quite treatable as they stand. In order to remedy to the problem, some more steps must be taken. Accordingly, participants will be asked more information, precisions on information transmitted as well as on the availability of different statistical data. The outcome should be the homogenization of provided data so to make them comparable and usable for the final report as Desk Researches set a framework for understanding practices.

A set of proposals was made: a twofold presentation of Desk Researches (item per Item and country/area profile), a brief on EU legislation regarding integration, a glossary (to avoid misunderstandings of Modules' key notions).

4. <u>The Grid: Elements and discussion</u>

4.1. The grid's form: yes-or-no answers

Why yeses and noes: The grid was elaborated following different principles. In the first place, it is very detailed and owes this characteristic to the necessity of corresponding to a variety of contexts on the one hand, to the necessity of reducing answers to yeses and noes on the other hand. As for context variables, given the width of the acceptation of the term "context", it has been decided during the elaboration to specify that we were mainly referring to the legal context.

Comment 1: The logic sense of its organization has been pointed out and the way it is detailed was recognized helping to seize different context's configuration. However, the format of it; that is, **answers in the form of yeses and noes, is not able to cover the scope of possibilities**. Too many exceptions make it too difficult. This is even more salient when one considers a big city or a small city.
In response to the latter point it has been recalled that the project regards single practices and not big or small cities.

Comment 2: It has then been said that even for single practices, yeses and noes are not the most appropriate answers. In addition to them, a **box for remarks should be added as a third answer column**. To put it differently, it is introducing qualitative data in the picture to get closer to the reality.
In response: the latter point poses a serious problem of methodology with regard to the calculation of scores that requires binary answers. What can be done therefore is multiplying questions to offer more possibilities.

4.2. The grid's purpose: the question of representativeness

Comment 1: Another issue that arose regarded the small number of practices put through the grid and the ensuing problem of **representativeness**.
It has been answered that the purpose of the project is not to ensure representativeness but rather to create a methodology and therefore practices are used to put the methodology to the test. So as to avoid any misunderstanding of the sort, this should be explained in the final report.

4.3. The grid's scope: gender issues

Comment 1: Gender issues stood out as issues that are not dealt with by the Modules whereas they are a big issue in Europe. Language and introductory courses constitute strong tools for women empowerment and therefore gender issues should not be set aside.
In response: The project consisting basically on a compliance test of practices with European Modules on Integration, gender issues cannot be taken into account as the issue is not dealt with by the Modules.

Comment 2: In the same fashion, it was said that the absence of gender issues in the European Modules is to be regarded as a regrettable shortage. Modules do not address gender issues but show concerns regarding IT use. Such contrast is surprising. As they stand, Modules remain a draft and they can be improved. Taking account of Gender issues would sure be an improvement and EMILL should move ahead of them by inserting gender questions in each block of the grid. This statement should feature in the **final report** (gender perspective).

4.4. The grid's scope: irregular migrants

Comment 1: In the same vein, irregular immigration is a weighing phenomenon, especially in Tenerife where the proportion of third country nationals regularly present amounts to 5.7% of the whole population

but reaches about 13% when it comes to include irregular migrants. So as things stand, the situation in Tenerife is not reflected. Therefore the acceptation of integration used in the project should consider irregular migrants as they are on the territory and enjoy, for some of them, the provision of courses. Otherwise, having a job is often closely related to obtaining a residence permit.

It was answered that the project is funded by the European Integration Fund and the methodology is to be used by European Member States. It is therefore not appropriate to extend the scope of the grid to irregular migrants. Accordingly, it is not the project's purpose to challenge the law on regular stay or judging its consistency. Our purpose is more modest and our definition of integration remains within the limits established by law. The grid therefore concerns immigrants as beneficiaries of integration measures, under the umbrella of the European Integration Fund; so to speak, regular migrants.

Comment 2: It was then underlined that technically, irregular migrants are already participating to some integration practices and in the same manner, irregular migrants and regular migrants are not always distinguishable. However, technically, the grid has to be selective. This statement should feature in the **final report** (irregular migrants' situation).

4.5. The relationship practice/context

Comment 1: It has been pointed out that the **legal framework does not cover a sufficient extent** of the context. In Germany, the framework in this sector is quite poor but the institutional framework, to the contrary, is very strong.

Comment 2: The legal framework is evolving at a fast pace and practices considered have already been brought to an end. So the legal environment in the light of which we are to read the practice should be the one in force at the time the practice took place.

4.6. Proposals for the final report

Proposition 1: The questionnaire offers a view of the relationship practice/context in black and white. It has to be added some nuances of grey in between. This could be done by adding boxes for specific characteristics that do not fit the shape of questions.

Proposition 2: In a different manner, it has been proposed to approach diversity from a different perspective: the question of EU citizens' enjoyment of integration practices. This aspect could be enounced in the final report.

Proposition 3: Another point was recalled: introducing in the final report gender issues as recommendation for Modules or merely for improvements.

In substance, the **report** should feature a part freed from the framework established by Modules where we could display additional information, comments flowing from our experience.

5. Presentation of practices

5.1. Wallonia: language lessons

SIMA stands for Integration and insertion services, Action Mission (located in Verviers, near the German border). SIMA is not intended as an organization working for migrants' integration but adopts a wide scope of intervention, regarding integration or insertion of all. There, one can find French lessons (following the CEFR and the programme set out by the French as Foreign Language; FLE) at different levels (A1, A2, B1) and also theory lessons for the obtaining of the driving license. An interesting feature regards theory

lessons for the driving license that gather 66% of women and 34% of men. SIMA also proposes Oral FLE lessons, to enhance employability, or professional training. SIMA also provides IT courses to increase migrants' employability. Lessons are not specifically directed at migrants (17% of TCN out of the total of participants for IT courses).

Another practice in this field is Mirroir Vagabond.

5.2. Tenerife: all practices

Language: Official language schools, over 60 different schools on the territory. It is a rather traditional institution. It is based on certified financial sources. It has very qualified teachers but a quite rigid framework and a limited number of places.

Introductory courses: Carried out by the red cross on site. However, it relies on volunteering, suffers from funding shortage, lack of a clear project and a weak structure.

Access to services: virtual migrants' guide, initiative of the City Hall of Santa Cruz. Main problem, a great share of the migrant population does not have access to the internet.

Access to services: Health centre in the form of a one stop shop that aims to integrate migrants in the official health care system.

5.3. Lombardy: all practices

Language courses: Certifica il tuo Italiano (or "certify your Italian level"). Financed by different official sources; inter institutional working group. Provides a diploma to the user, in accordance with the CEFR, free of charge.

Introductory courses: Vivere in Italia (or "living in Itlay"). Financed by different official sources; inter institutional working group.

Access to services: Radici (or "roots"). Housing service. Provides notably a guide in different languages.

Access to services: Telefono Mondo (or "world telephone"). Provides information regarding different matters (law, housing, healthcare and so on) to migrants, employees of public services and employers in many different languages.

6. <u>Presentation of the methodology: the scoring system and its use for assessing practices</u>
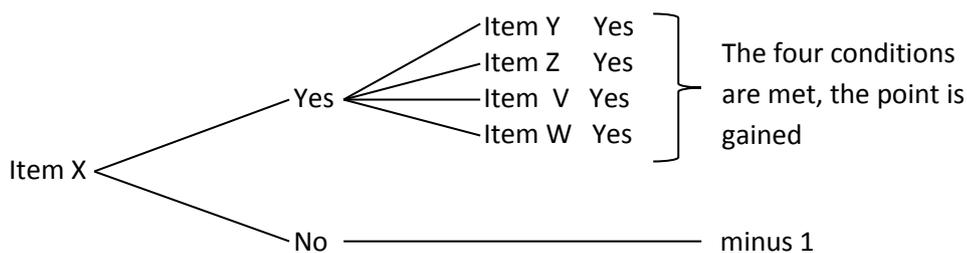
6.1. The methodology

There are two different blocks of items: one regarding the practice considered and one regarding the legal framework. The information you enter in the grid shall be treated according to a scoring system that would give a final score to the practice, taking account of some relevant element of context.

Three sorts of item are defined: one that gives a neat point to the practice or to the context; one that gives a point if other conditions are met; and one that merely contain informative elements that will not be taken into account.
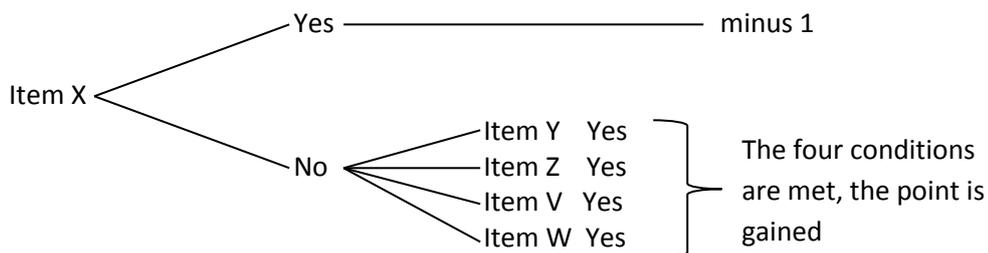
Item A shall give a neat point of (+1) or (-1) to the practice's score, departing from the statement that some characteristics are objectively favourable or unfavourable to migrants' integration (following EC Modules indications).

Item B requires the **joint consideration of different items**. The item itself cannot lead to the attribution of a neat point but has to be related to other items, following different rules according to the set of item considered.
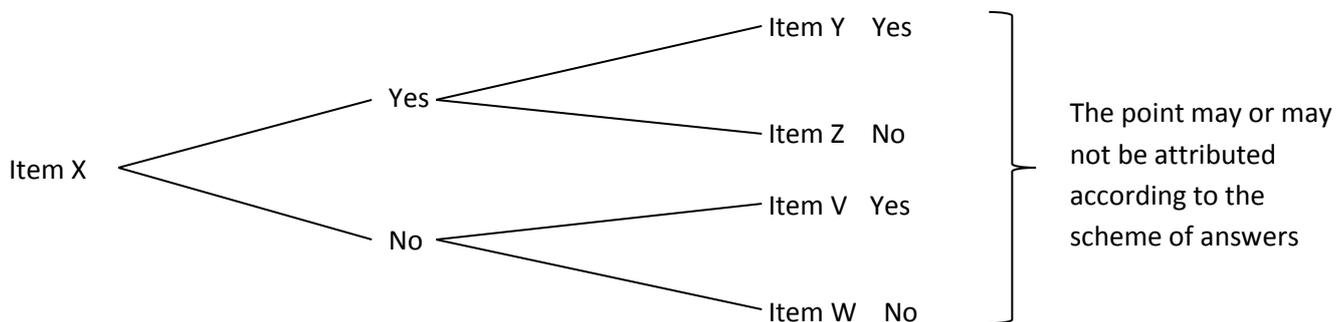
Either the item will have to be joined with other items of **equal weight** to get the point in the end:

```
                            Item Y   Yes  ⌉
                            Item Z   Yes  │   The four conditions
             Yes            Item V   Yes  ├   are met, the point is
                            Item W   Yes  ⌋   gained
Item X
             No ───────────────────────────   minus 1
```

Or else:

```
             Yes ──────────────────────────   minus 1
Item X
                            Item Y   Yes  ⌉
                            Item Z   Yes  │   The four conditions
             No             Item V   Yes  ├   are met, the point is
                            Item W   Yes  ⌋   gained
```

Or, the final attribution of the point will result of a **scheme of answers**:

```
                      Item Y   Yes  ⌉
             Yes                    │
                      Item Z   No   │   The point may or may
Item X                              ├   not be attributed
                      Item V   Yes  │   according to the
             No                     │   scheme of answers
                      Item W   No   ⌋
```

Ex: considering, within language tuition, the proposition "Courses are given in migrants' mother tongue", neither an affirmative nor a negative answer would suffice to the attribution of the point as the question at issue is related to the composition of the learning group, their level of proficiency in the receiving country's language, there time of arrival and so on.

Item C regards elements that are of a descriptive nature. They do not lead to any score but they can help reading result.

In the very end, practices shall be laid out in a graph so as to help picture their quality with regard to the context. The graph shall have the following shape:
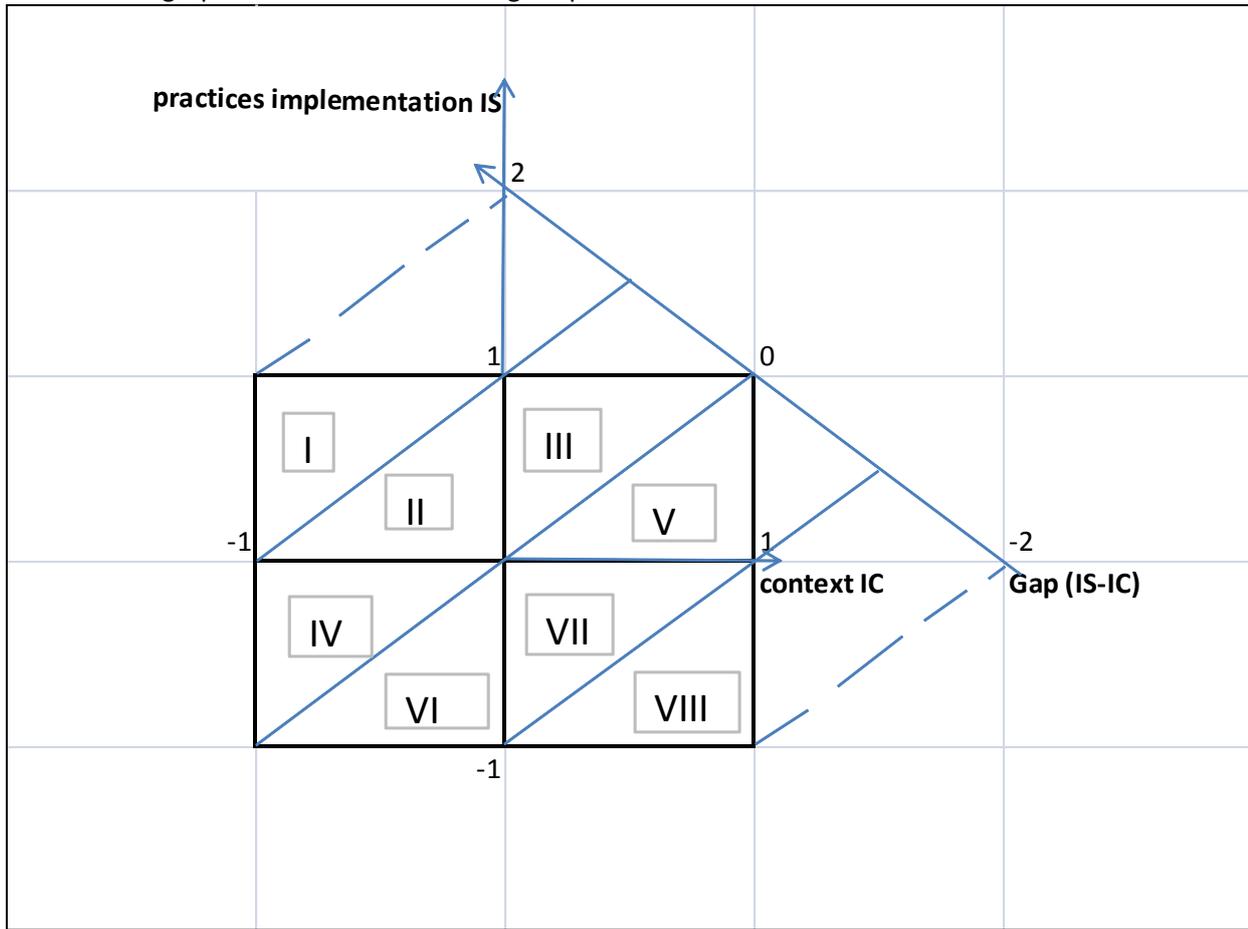
In **zone I** the implementation score (IS) is favourable (IS>0) while the context score (CS) is unfavourable (CS<0) so that the gap G=[IS-IC], _i.e. a measure of how the implementation capacity exceeds the contextual conditions_, is the highest (between +1 and +2).
This is the first level as assessment of the capacity to implement practices (very high).

Zone II, III and IV have in common the same positive gap (from 0 to +1) but while **zone II** shows a positive IS versus a negative IC, **zone III** stands out both positive and **zone IV** both negative.
All three can be placed at a second level of capacity (high).

The gap G=[IS-IC] become negative, _i.e. the implementation capacity is below the contextual conditions_ for **zones V, VI and VII**. However in **zone V** both IS and IC are positive, in **zone VI** both are negative and in **zone VII** the context is favourable while the implementation of practices is unfavourable.
This is the third level of capacity (low).
In **zone VIII** the latter is still unfavourable, but it is jointed to a favourable context so that the gap G=[IS-IC] is very negative (between -1 and -2).
The fourth level is the worst (very low).

6.2. Module-compliance and evaluation: two different things

There are different dimensions to the evaluation of practices. The grid here opts for the following one: it consists in a benchmarking exercise that lies upon two characteristics. The first one assesses the

compliance of the practice with European Modules (from 0 to 100 for instance). The second one assesses whether the context is favourable to migrant integration or not (from 0 to 100 as well). The combination of these two items allows a positioning of the practice in a **"compliance-supporting context" matrix**. What we obtain here is different from the assessment of practice's effectiveness.

The assessment of effectiveness is a very delicate and complex task and goes beyond the scope of the project.
The following elements intend to give an overview of what would be the exercise of assessment.
We could consider effectiveness by taking account of the practice's profile on the one hand, its effectiveness; so to speak, its negative/positive contribution to migrants' integration, on the other hand. In this case, the combination of the two items allows a positioning of the single practice in the **"profile-effectiveness" matrix**.
Considering both matrixes:
Positive profile- effectiveness for integration: the best possible for both the EU Commission and the migrant.
Positive profile- NO effectiveness for integration: there is a problem for both the Commission and the migrant.
Negative profile- effectiveness for integration: critical situation for the Commission.
Negative profile- NO effectiveness for integration: the worst situation.

There is also another way, that is a combination of both models: Modules compliance-Effectiveness for integration. Four cases are possible:
Compliance and integration: the system works
Compliance without integration: Modules got it wrong
NO compliance and NO integration: the practice got it wrong
Integration without compliance: a practice to be learnt from.

EMILL aims to assess practices' compliance with the European Modules but by no means it assesses the effectiveness of practices regarding integration. This should also be specified in the **final report.**

6.3. Discussion on the methodology

Comment 1: Departing from the practice is not measuring migrants integration as a migrant may participate to several practices and therefore there is no sense to consider one practice but we'd rather consider the set of practices the migrant attends to..
In response, it was advanced that we here consider the micro-level and departing from practices is one possible angle of analysis. EMILL is a first step towards something that could be then developed at a median level. Furthermore, EMILL only addresses some components of some of the Modules.

Comment 2: The relative weight given to an item as described above is questionable inasmuch as there are many different ways to envisage an issue that cannot be understood by the methodology. However, exceptions that make the application of the methodology difficult tend to disappear in the comparison and in the number of cases taken into account.

Comment 3: In another manner, if one considers language tuition, one should speak about appropriating language and not merely learning it if one wants to speak of integration. As a consequence, we may want to consider more comprehensive practices where the language is learnt along with something else; cooking, cycling, theatre… because they have the advantage of improving language skills but also self-esteem.
So it is proposed to add to the **final report** a section properly dealing with other practices and the way they are carried out.

Comment 4: Obviously, European Modules were drawn up according to a bottom up approach, departing from the field to arrive to a certain level of abstraction so they be adaptable to various contexts. They thus take the shape of a top down tool as the implicit logic of these Modules supposes they are widely applied to obtain satisfying results. But Modules have to be flexible and adaptable to the timeframe considered. They were drawn up in 2011 and the context has already changed. The **final report** should consider what sort of integration is promoted by the Modules.