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## Fondo europeo per l'integrazione di cittadini di paesi terzi



PROJECT CARRIED OUT UNDER THE SCIENTIFIC SUPERVISION OF THE ISMU FOUNDATION

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For the purpose of the project, the coordinator rested upon the experience and knowledge of experts from research centres, action centres and national and regional administrations across Europe. Accordingly, we would like to thank particularly our collaborators without whom this project could not have been carried out:

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For more information, please go to <http://www.ismu.org/emill> or contact the project coordinator Daniela Carrillo at [d.carrillo@ismu.org](mailto:d.carrillo@ismu.org).

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# WHO EMILL IS

## INTRODUCING YOU TO THE PROJECT

EMILL stands for **European Modules and Integration at Local Level**. More than a rhetorical wording, the acronym heeds the challenge of integrating third country nationals into receiving societies and acknowledges that this challenge is geographically situated. That is, there are as many integration challenges as there are places, cities, regions, countries and so forth. Because the context changes drastically from one place to another integration can scarcely be imagined at macro level and, rather, needs to be thought locally.

In this manner, EMILL brings different organisations at different levels and from different countries around the same table for the elaboration of a **common methodology enabling the benchmarking of practices and their analysis as they take place within local contexts**. To reach its objective, EMILL departs from the *Draft European Modules on Migrant Integration* (European Commission, DG HOME, July 2011; hereinafter the Modules) and draws therefrom relevant elements of comparison considering notably **Module 1 on language and introductory courses** and **Module 2 Component 2 on access to services**.

The tool thereby developed and tested shall prove applicable to diverse environments, notably on the city scale as cities concentrate a great share of the migrant population and as they shelter a wide range of initiatives for the integration of third country nationals. In this fashion, the project is in line with other initiatives promoting exchange and enhancement of practices implementation and political context but goes beyond the provision of examples.

That is, EMILL is a **more comprehensive instrument** and already holds promise inasmuch as it enables the **identification of hindrances** related to contextual indicators and present them in perspective with other European cases. EMILL is therefore an **operational tool** with which you can **enhance the implementation of practices** by taking account of other European practices but also by **inspiring context changes from other's experience**.

# WHAT EMILL IS THE TOOL CONSTRUCTION

EMILL is a tool inspired by the European Commission's initiative that issued in 2011 **the Modules** thus providing points of reference to EU Member States to succeed in integrating migrants. On that basis, EMILL was conceived as a **tool relating the practice to its context of implementation** through an exercise of **benchmarking** insofar as it enables comparison and the identification of **what works, why it works and where it works**.

## What does that mean?

EMILL consists of a series of **questionnaires** following quantitative methodology standards. A first set of three questionnaires regards Module 1 on **Language and Introductory Courses** (three questionnaires). The second set considers Module 2 Component 2 on **access to services** (three questionnaires). All questionnaires consist of ensembles of **closed questions** accompanied by a list of suitable answers for most cases limited to yes and no. On the one hand, questionnaires' items consider the integration practice, on the other, they intend to capture the context (mainly legal and administrative) within which the practice is implemented.

That said, being bound by the Modules but also drawing the consequences from the diversity of contexts, the questionnaires needed to be deepened. This is why a **two-level reading** was introduced. A first level directly relates to the Modules and seeks to appraise the correspondence between practices and Modules. A second level of reading, more comprehensive, goes beyond and properly addresses the practice and context diversity with more questions drawn from the **experience of EMILL's network members**. This is in order to counterbalance the score a practice can obtain according to the context (that may be favourable or unfavourable).

## What's the score?

Once questionnaires are filled out, they are processed and construed by a scoring system that assigns three scores. One concerns the first level of reading explained above and states **the extent to which the practice matches the Modules** (modules match). The second and the third score, respectively for the **practice (EMILL-score) and its context of implementation**, range from (-1) to (1) and are to be read together in a two-dimensional graph.

## Do you want to know more?

Go to [www.ismu.org/emill](http://www.ismu.org/emill) and consult the full **project's final report** online.

# WHAT EMILL DOES

## MODULES AND LANGUAGE TUITION

Bearing witness of their centrality, practices of language courses can be found in all considered areas.

Eight out of the eighteen practices examined for this Module regard language courses, six of which scored a **high correspondence with the Module** (called Modules match; more than 50% matching). The two-dimensional graph on the right reveals the **concentrated distribution of language courses** in two areas, namely the areas 2 and 3, highlighting a concomitance between context variables and EMILL-scores.

When considering the histogram, the relation Modules match and EMILL-scores appear to be randomly distributed. It is likely to be due to the different nature of the two measuring tools developed. While the Modules match benchmarks the practice against standards, the EMILL-score proceeds from a more detailed analysis that links different aspects of the practice and thus specifies these standards. This is done through the deepening of the Modules to render them applicable to the ground reality.

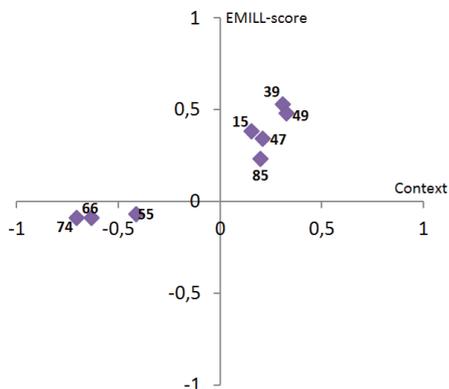
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As one of the most important steps towards fully-fledged integration, language issues were paid particular attention by the Modules and hence, in the framework of EMILL. As Module 1 stresses, enhanced language skills are likely to increase **migrants' autonomy and independence, social cohesion** as much as they improve **job opportunities** and **educational opportunities** for so-called second generation migrants (the Modules, p. 10).

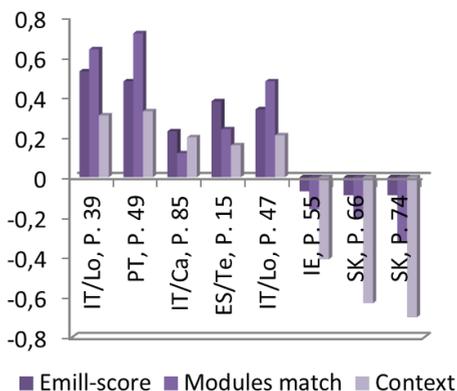
The Module contains a wide range of indications encompassing diverse facets of language courses implementation. The **questionnaire on language courses directly** draws from the Module 1 in terms of content but also in terms of structure.

On the right, you can see excerpts of the block called "target groups and stakeholders", drawn from Module 1 Component 1.

Language tuition: EMILL-score and context



Language tuition: the tree scores together



Excerpts of the questionnaire on Language courses drawing from the Module's blocks target group (p.10) and stakeholders (p. 11).

Target groups and stakeholders		
<b>Practice</b>		
The practice is directed towards migrants upon time of arrival	Yes	No
The groups of participants are formed according to countries of origin	Yes	No
The groups of participants are formed according to educational backgrounds	Yes	No
The practice foresees an assessment of knowledge, competences (including IT competences) and literacy, irrespective of the educational background	Yes	No
The learning groups formation takes account of the proficiency level in the receiving country language	Yes	No
<b>Legal and administrative framework</b>		
Is there a time limit within which language courses shall be completed?	Yes	No
Does the legislation provide for language courses for every migrant?	Yes	No
Does the legislation provide for language courses differentiated according to migrants' profile?	Yes	No
Does the legislation provide for language tuition according to the duration of the residence permit?	Yes	No

# WHAT EMILL DOES

## MODULES, LANGUAGE TUITION & INTRODUCTORY COURSES

Most practices of introductory courses considered in the framework of EMILL regarded introductory courses given alongside language tuition. One practice dealt with introductory courses without language courses and was therefore left aside of this section.

Nine out of the nineteen practices relating to Module 1 concerned language and introductory courses. All of them scored **more than 50% of correspondence with the Module**. The bi-dimensional graph on the right shows that whatever the context score, **practices obtained positive EMILL-scores** but however pointing out that there is still a lot to be done to reach optimal practices.

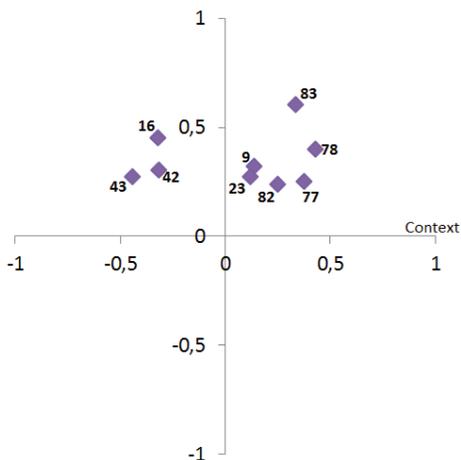
As for the context scores, in six cases out of nine, the legal and institutional framework showed to be supportive of the implementation of practices. To be more specific, contexts seem favourable in Italian Regions and Germany while they seem unfavourable in Wallonia and Tenerife. That said, the practices implemented in the two latter obtained positive EMILL-score and Modules-match, irrespective of the unsupportive context mainly because of the experience gained through years of implementation and specific experience in the matter.

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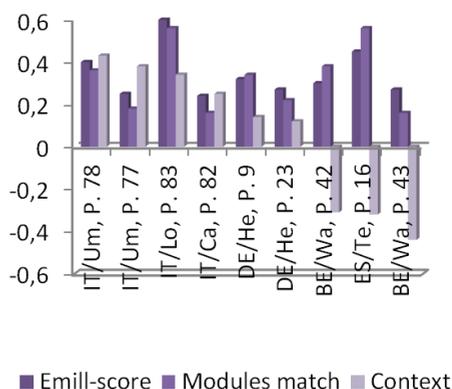
As for introductory courses, they are considered fundamental by the Module as they foster **migrants' self-reliance**. Such courses should provide them with useful knowledge of the receiving society. Migrants are thus introduced to the **common values** of the receiving society, its **democratic and institutional functioning** but they are also provided with more concrete information regarding their **everyday life** (where to look for a job, how to make an appointment with the doctor, etc.).

On the right, you can see excerpts of the questionnaire on Language and Introductory courses, regarding Module 1 Component 3 on **incentives structures** to be more specific.

Language and Introductory courses: EMILL-score and context



Language and Introductory courses: the three scores together



Excerpts of the questionnaire on Language and introductory courses drawing from the Module's component 3, block relevance and purpose (p. 19).

Incentives structures – Relevance and purpose		
Practice		
The practice has incentive structures in place to spur migrants' participation	Yes	No
The practice benefits from incentives structures	Yes	No
The practice delivers official, nation-wide recognised, certificates / diplomas	Yes	No
The practice foresees final examinations	Yes	No
The practice foresees intermediate examinations before final examinations	Yes	No
Legal and administrative framework		
Do authorities put official, nation-wide, diplomas acknowledging migrants' level in place?	Yes	No
In the event practices of language tuition is financed by the State or the Regional Government, do authorities finance the practice on a result basis?	Yes	No
Does the State, the Regional / Federated Government or local authorities run statistics on successes to examinations?	Yes	No
Do the Authorities provide for a monitoring and evaluation of public expenses dedicated to integration practices?	Yes	No

# WHAT EMILL DOES

## MODULES AND ACTION PLAN ON INTEGRATION

The action plans considered in this section have been adopted at **different levels of policy-making**. This is because the actual competence of taking action in integration matters depends on the context and the distribution of powers on a given territory (i.e. unitary state or federal state for instance). Such differences do not however prevent from comparing in the sense that they necessarily fall under the competence of the institution adopting the plan and that such institution must adapt it to the territory (extent and migration characteristics) and its challenges.

Seven out of the eighteen chosen practices regarded action plans. Six of them matched the Modules at **more than 60%**. Action plans are supposed to score higher than their respective contexts insofar as they are supposed to be based on the context and aimed at improving it. That said, Portugal proves to benefit from an optimal context probably due to years of action plans implementation. **Modules matches tend here to be generally higher than EMILL-scores**, not only because the Module is little eloquent in this matter but first and foremost because the Module considers mainly national plans while the **EMILL-score gives room to sub-national plans**; to their insertion into, articulation with and coherence with, higher-level action plans.

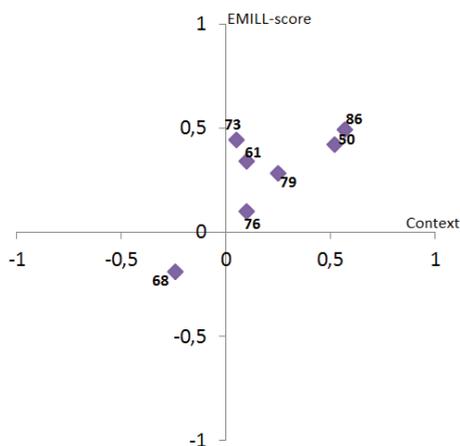
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Ensuring equal access to services directly echoes to the Common Basic Principles and reflects the **commitment of the receiving society** to migrants' integration. The design and implementation of action plans play a decisive role in this regard as they intend to systematise the access to services on a given territory by addressing all stakeholders, migrants as policy-makers.

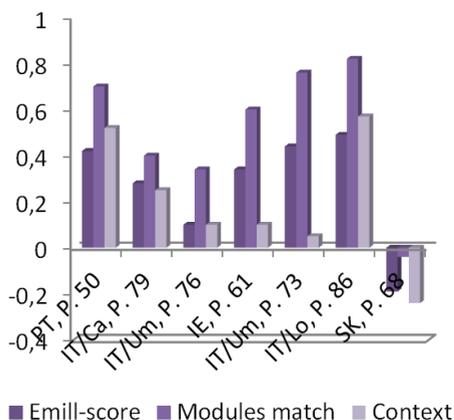
However different action plans can be intertwined when composed at different level of policy-making. If the Modules do not insist much on sub-national action plans (see p. 3), **EMILL affords them particular attention** as they are deemed to better respond to local challenges. This does not mean however that EMILL disregards the former but rather that it considers them either as contextual element or practice where appropriate.

The table on the right contains excerpts of the questionnaire dealing with action plans on integration (Module 2, Component 2, 3.3.2.).

Action plans: EMILL-score and context



Action plans: the three scores together



Excerpts of the questionnaire on Action plan on integration drawing from the Module 2 Component 2, block follow-up possibilities (p. 43).

Follow-up possibilities		
Practice		
The action plan foresees an interim evaluation to check its consistency with the challenges to be met	Yes	No
The action plan foresees a final evaluation to check its consistency with the challenges to be met	Yes	No
In the event evaluations are undertaken, the practice develops relevant indicators and performance criteria	Yes	No
The evaluation foresees satisfaction questionnaires and surveys directed at public sector employees	Yes	No
The evaluation foresees satisfaction questionnaires and surveys directed at migrants	Yes	No
The evaluation foresees satisfaction questionnaires and surveys directed at other stakeholders (specify)	Yes	No
Legal and administrative framework		
Do authorities collect evaluation results of the activities provided for by the plan and actually carried out?	Yes	No
Are evaluations' results made public (if yes, specify)	Yes	No
through public campaign -- report -- documents -- other (specify)		
In the event an evaluation is carried out, is such evaluation considered for the adjustment of integration plan yet to come?	Yes	No

# WHAT EMILL DOES MODULES AND ONE-STOP-SHOPS

The one-stop-shops considered in this section may be of a different nature. They can be either **physical places** or **virtual portals**. Nevertheless, the tool applies to both as the information to be provided should encompass the same areas of access to services, in accordance indeed with the services migrants are entitled to.

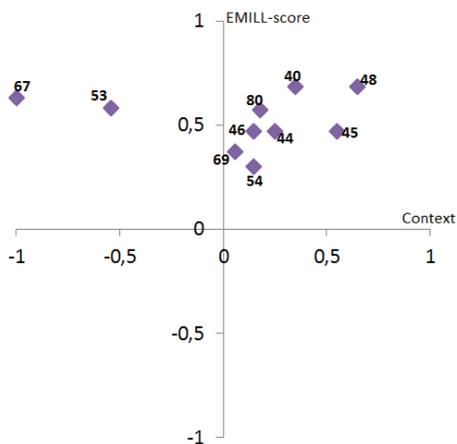
Ten out of eighteen practices regarding this part of the Module 2 were dedicated to the establishment of one-stop-shops. The **Modules match score is here exceptionally high** as results are comprised between 70% and 100%. Considering the graphs on the right, it appears that practices obtained high EMILL-scores, regardless of the context score. The example of Slovakia; that is, a clearly unfavourable context and a rather high EMILL-score, is here of great interest and should draw our attention. In the absence of political will, the field has been taken over by the non-profit sector. The International Organization for Migration (IOM) organises the one-stop-shop with all the experience accumulated over time and in diverse countries. It appears therefore that **sound organisational resources can overcome or counterbalance political and institutional reluctance**.

One-stop-shops are the first port of call when it comes to ensure access to services. Places concentrating under the same roof a wide range of relevant information is the best means to **make sure information is accessible** and that migrants do not miss any **fundamental support they are entitled to**.

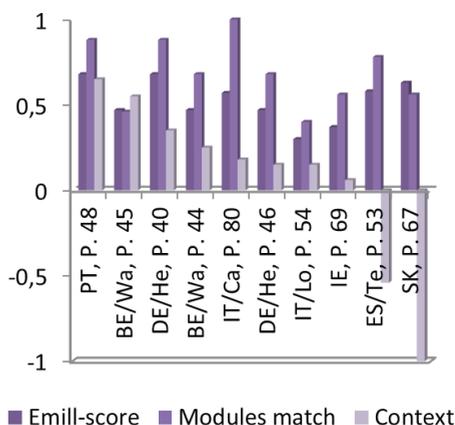
Module 2 in this regard seems to draw mainly from the Portuguese example (physical places) to outline recommendations but also points out the possibility of establishing virtual one-stop-shops, as long as either are **easily accessible to migrants** (physical place reachable, virtual portal accessible to illiterates for instance).

You can find excerpts of the questionnaire regarding one-stop-shops on the right-page. These instances consider the implementation of one-stop-shops (Module 2, Component 2, 3.3.3.).

One-stop-shops: EMILL-score and context



One-stop-shops: the three scores together



Excerpts of the questionnaire on one-stop-shops drawing from the Module 2 Component 2, block implementation (p. 45).

Implementation		
Practice		
The practice consists in a physical place providing information	Yes	No
If yes, specify (multiple answers possible);		
The location is advertised - The location is easily reachable by the migrant population - Opening hours take account of migrants' timetable - Information is provided in different languages - Information is provided also through a website		
The practice consists only in a virtual portal providing information (web portal, phone service, etc.)	Yes	No
If yes, specify (multiple answers possible);		
Information is accessible in different languages - The service foresees the possibility of making appointments in person with appropriate professionals - It is a portal mainly intended to filter migrants demand so as to orient them towards appropriate services - it ensures that anyone can understand the information displayed (pictures, simple text contents, examples, etc.)		
Legal and administrative framework		
Are competent authorities supporting the implementation of one Stop shops?	Yes	No
If yes, specify (multiple answers possible):		
national authorities (agency and ministries) - Regional / federated authorities - Local authorities		
They provide one-stop-shops with training schemes - They provide for training funding - They require staff be trained before being hired - They provide for continuous training		

# WHAT YOU NEED EMILL FOR

## YOU'RE A MUNICIPALITY OR A REGIONAL ADMINISTRATION?

If you wish to **improve your integration capacity**, EMILL compares the practices you implemented on your territory between themselves and helps you **identifying what really works** and **better orienting your incentives**. It can also compare the implementation characteristics of the same practice over time in the event there would be contextual changes. Applied more widely, it is a source of inspiration with which you can benefit from your European counterparts' experiences.

## YOU'RE AN NGO?

Getting acquainted fast and easily with **other experiences of European civil society** is your way to use EMILL. By identifying similar contexts, you can pick elements of practices that worked there for your own ground reality. You can also enter in contact with other NGOs and **widen your horizons**, enrich your ideas of a good practice and have a decisive impact on migrants' integration.

## YOU'RE A NATIONAL ADMINISTRATION?

Then you want to benchmark the practices carried out on your territory and systematize those that worked. But **you don't want to miss out local particularities** and you know the local context impacts practices a great deal. EMILL provides you with a library of practices and facilitates the **identification of similar context where to draw from**.

## GETTING CURIOUS?

Go to the next section and see **how to use EMILL and what to expect from it**.

# HOW TO USE EMILL AND WHAT TO EXPECT FROM IT

**Using EMILL is simple and quite fast.** It requires however some knowledge of the practice and the context. So, choosing the right person to respond to the questionnaire is your first and most important task (ideally, the questionnaire should be answered by representatives of diverse organisations together; i.e. public administration, practice's staff and migrant association). Responding to the questions is the second. Then, three different scores are displayed on graphs: the level of correspondence with the Modules; the context score; and the practice score (EMILL-score).



The white spots on the graph locate the practices on a bi-dimensional graph that presents the context on the abscissa (-1;1) and the practice on the ordinate (-1;1). A spot in the area 2 signifies a practice with a positive score in a context favourable to its implementation whereas a spot in the area 3 indicates a practice with a negative score in an unfavourable context. The areas 1; 2; 3; 4 are ordered in a decreasing fashion: a practice with a positive score in a context unfavourable (area 1) can be regarded as better carried out than a practice with a good score in a supportive context (area 2). A practice in the area 4, with a supportive context but that does not reach a positive score, can be regarded as inappropriate.

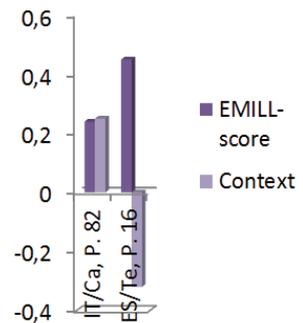
**Let's take an example:** two practices of language and introductory courses. One was carried out in Tenerife, Spain, the other in Campania, Italy. As you can see on the histogram, both practices obtained a positive EMILL-score (0.45 for Tenerife; 0.24 for Campania), whilst the context is marked by a positive score for Campania (0.25) and a negative score for Tenerife (-0.32). Starting from there, a qualitative scrutiny highlights relevant differences between the two practices:

The one carried out in Tenerife proves to be more structured from both the organizational and the pedagogical points of view. Compared to the experience of Campania, the service providers took more account of the needs of the participants: individual or small-group courses, possibility of childcare, access to IT devices, transportation fees' coverage and interpretation for instance.

From a pedagogical perspective, if both practices chose to give courses in the receiving country language, the Spanish one linked the provision of courses to other aspects of fundamental relevance for the success of the practice: learners' group formation takes account of participants' length of stay already completed, their command of the language and their educational background.

In the same vein, the Spanish practice opted for a very flexible approach, allowing for instance the passage from one learning group to another according to progress made, didactic strategies or migrants' will. Additionally, such flexibility is taken into consideration by the system of evaluation when it comes to monitor the consistency of contents with beneficiaries' needs. Such an aspect is also guaranteed by the choice of including migrants associations among the stakeholders consulted.

Tenerife's practice allows the identification of elements favourable to migrants' learning that could be transposed from the Spanish example to the Campania one without too much contextual change. It ought to be noted though that the practice in Tenerife benefited from the ten-years' experience of the Red Cross in this matter and from its strong organisational resources and competences. On the other hand, the practice carried out in Campania is rather new and would need to develop.



For what regards the contexts, the Spanish score shows that the practice is not supported by the legal framework in force in Tenerife. As a matter of fact but also as a matter of law, not much is provided for language and introductory courses and thus practices are not framed by public authorities. The law says little about courses provision, their compulsoriness, their content or else the target group. Likewise, there is no indication about the training of teachers and there is no system of evaluation of practices either. In this way, the need for such practices is satisfied by the non-profit sector which, for the implementation of the practice, only relies on financial incentives and funds from different levels of administration.

In order to better read these results the whole contextual framework of Tenerife needs to be considered. To put it differently, one would have to consider other sorts of variables related to the two territories such as the experience in immigration matters, demographic characteristics, systems of governance among other things.