

D3.1 and D3.2: Methodological Note

Methodological Note - Building REGIN indicators for integration policies (D3.1) and outcomes (D3.2)

Introduction

Work Package 3 (WP3) examines migrant and refugee integration and related policies at the regional level. This is done relying on an **indicator-based evaluation system**. Even though this kind of analysis has been heavily implemented on the national level (e.g. MIPEX) and, to a certain extent, also at local level (e.g. ICC), the regional level has remained broadly unexplored. To fill in such gap, REGIN aims to develop specific indicators to assess integration policy-outputs and outcomes. This innovative set of **indicators is tested in the six partner-regions of the project**: Azores (PT), Campania (IT), Catalunya (ES), Murcia (ES), Puglia (IT) and Skåne (SE). The information is gathered in a two-fold dataset: the regional policies dataset “MIPEX-R” (D3.1) and the “regional outcome dataset” (D3.2). In the following stages of the research, this dataset will represent the basis from which to carry out a comparative analysis of the six partner-regions (D3.3), with the aim of **identifying respective strengths and weaknesses, best practices and crucial challenges**. According to the overall project rationale, the dataset also provides inputs for stimulating policy debates in each region (D3.4). The results of these discussions are gathered in summaries and policy recommendations (D3.6), as well as into specific policy briefs (D3.7). The final results are presented in an **on-line, user-friendly tool** (D3.5).

In doing so, WP3 wants to:

- i) provide evidence-based knowledge to foster migrant integration at regional level;
- ii) refine the use of indicators for integration-policy evaluation at regional level;
- iii) pinpoint the contribution of regional actors in the integration process;

iv) foster the capacity for mutual learning between regions in the European Union (EU).

The present document explains the methodological approach adopted to produce the Regional policy-indicators dataset, named “MIPEX-R” (D3.1), and the Regional outcomes-indicators dataset (D3.2). Its structure mirrors the steps followed in the research process.

1. Identifying the role of the regions on existing knowledge

The building of REGIN indicators starts from a stage of desk-research aimed at defining the role of the regions in the field of migrant and refugee integration. This preliminary stage of research is focused on **identifying regions’ formal competences, policy action, budgetary capacity**, and relations with the rest of stakeholders in the field of integration (see Annex p.9). On the other hand, it allows tracing the conceptual and empirical boundaries of the object of analysis, namely the scope of the indicators to be developed.

2. Building REGIN indicators on existing knowledge

REGIN indicators hinges upon existing knowledge, namely take origin from indicators available in the field of migrant and refugee integration. This is done with the aim of filling-in the aforementioned “regional-gap” in the literature whereas, at the same time, providing an analytical tool aligned with the current toolbox offered by research in the field. Existing indicators evaluating migrant and refugee integration policies and outcomes at national and local levels are, thus, reviewed and adjusted according to the REGIN object and level of analysis. More precisely:

- **Regional policy-indicators** (MIPEX-R) take the shape from the datasets provided by the [Migrant Integration Policy Index](#) (MIPEX) (Huddleston et al. 2015), the [National Integration Evaluation Mechanism](#) (NIEM) (Wolffhardt et al. 2019), and the [Intercultural Cities Index](#) (ICC) (Council of Europe, 2019).
- **Regional outcome-indicators** hinges upon the Zaragoza Indicators (Eurostat - European Commission 2019) and the [Intercultural Cities Index](#) (Council of Europe, 2019).

Regional indicators derived from the literature are reviewed with regional partners and experts to assess their validity and reliability and select those that are most relevant and better comply with the overall goals of the REGIN project. Following the same procedure, the initial sets of indicators are

complemented by *ad hoc* measures developed for capturing elements and aspects related to the regions' role in migrant and refugee integration that indicators provided by literature do not cover. The review procedure carried out with regional partners and experts points to guarantee that indicators are **clearly worded, policy-relevant, and sustainable for future updating**.

By means of this process, the final REGIN sets of indicators is created: the Regional policy-indicators (MIPEX-R), made of **61 indicators**, and the Regional outcome-indicators, including **55 indicators**.

3. Conceptual grounds and analytical dimensions

MIPEX-R is organised according to different analytical axes. The first axis captures the complexity of the governance of migrant and refugee integration and its core analytical elements, namely "*the building blocks in which the concept can be theoretically decomposed and empirically investigated*" (Pasetti 2019, 14).

These include:

- i) *actors*: single/collective, state/non-state and public/private actors involved in the regulation of migrant and refugee integration, distributed over the various levels of governance;
- ii) *relations*: formal links and relationships among actors involved in the governance of migrant and refugee integration;
- iii) *resources*: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration;
- iv) *actions* or policy-outputs, meaning "*policy maker's statements of what it intends to do or not do in regard to regulation of international migration*", paraphrasing Knill and Tosun (2014, 336).

The second axis refers to the **multidimensionality of the policy cycle**: from when a political matter is acknowledged, to the moment in which the action chosen to face such problem is put into practice and, later on, evaluated. Following the literature in the field (Jann and Wegrich 2007), REGIN indicators identifies four stages:

- i) the **early stage of decision-making and policy-discussion** (i.e.: *formulation*);
- ii) the **formal issuing of the action/measure** (i.e.: *policy-output*);
- iii) the **phase in which the action/measure is put into practice** (i.e.: *implementation*); and, lastly,
- iv) the **phase of control and assessment of the action/measures implemented** (i.e.: *evaluation*).

The third analytical dimension captures the **key policy-areas of the integration policy sector** (Vollmer 2014). Moving from a careful revision of academic literature and governments reports on the domains, fields and areas of integration, REGIN focus on areas that are covered by **regional competences** (Burkin, Huddleston and Chindea 2014; Garcés-Mascareñas and Penninx 2016, Huddleston et al. 2015). The selection of key-areas includes **labour, education, health, housing, language, culture, religion and social security and assistance**.

The last axis of analysis captures **variation of integration policies** (and outcomes) inside the population of newly arrived people. Accordingly, REGIN differentiates between **Third Country Nationals (TCNs)** and **Beneficiaries of International Protection (BIPs)**, i.e.: recognised refugees, beneficiaries of subsidiary protection, resettled refugees, persons under temporary protection, and persons under humanitarian protection)¹. Apart from these main categories of human mobility, REGIN has also specific indicators targeting **asylum seekers and migrant in irregular situation**.

4. Normative standards

Following the literature in the field (Huddleston et al. 2015, Wolffhardt et al. 2019), REGIN identifies the **highest European and international standards regarding asylum, refugee & migrant integration, and human rights protection**, including:

- Charter of Fundamental Rights of the European Union (CFR), 2000
- Common Basic Principles for Immigrant Integration Policy in the EU, 2004
- Convention for the Protection of Human Rights and Fundamental Freedoms (European Convention on Human Rights), 1950
- Council Directive 77/486/EEC of 25 July 1977 on the education of the children of migrant workers

¹ Third country nationals (TCNs) are "any person who is not a citizen of the European Union (EU), including stateless persons" (see Art. 2.1 (i) of the Council Regulation (EC) No 862/2007). A beneficiary of international protection (BIPs) is "a person who has been granted refugee status or subsidiary protection status." An asylum seeker "in the EU context, is a third-country national or stateless person who has made an application for protection under the Geneva Refugee Convention and Protocol in respect of which a final decision has not yet been taken".



- Council of Europe, Convention on the participation of foreigners in public life at local level, 1992
- Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 Laying Down Standards For The Reception Of Applicants For International Protection
- Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation
- Directive implementing the principle of equal treatment between person irrespective of racial or ethnic origin, 2000/43 of 29 June 2000
- Council Conclusions of 26 November 2009 on the education of children with a migrant background 2009/C 301/07
- EC Directive on the right of citizens and their family members to move and reside freely within the territory of the Member States, 2004/38 of 29 April 2004.
- EC Directive on the status of third-country nationals who are long-term residents, 2003/109 of 25 November 2003.
- Geneva Convention relating to the Status of Refugees, 1951
- Gsir, Sonia and Martiniello, Marco, *Local Consultative Bodies for foreign residents a handbook* (Council of Europe; Strasbourg 2004)
- International Labour Organization (ILO) Convention No. 143 of 1979 on Migrant Workers (Supplementary Provisions)
- ILO Convention No. 97 of 1949 on Migration for Employment
- ILO Multilateral Framework on Labour Migration: Non-binding principles and guidelines for a rights-based approach to labour migration
- Immigration Law Practitioners' Association and the Migration Policy Group, *The Amsterdam Proposals: Proposed Directive on long-term residents*, 2000
- International Convention on the Elimination of All Forms of Racial Discrimination (CERD)
- Starting Line Group, Proposals for legislative measures to combat racism and to promote equal rights in the European Union, 1998
- Tampere European Council Presidency Conclusions, 15 and 16 October 1999
- United Nations (UN) International Convention on the Protection of All Migrant Workers and the Members of Their Families
- UN International Convention on the Rights of the Child (CRC)
- UN International Covenant on Economic, Social and Cultural Rights (ICESCR)
- UNESCO Convention against Discrimination in Education
- Universal Declaration of Human Rights (UDHR), 1948



5. Fill-in the questionnaire, revision, scoring and aggregation scheme

The REGIN methodology relies on an **experts-based evaluation** according to which indicators are completed by regional experts and data gathering also involves the **participation of partner regions**. Data sources comprise regional laws and legal provisions, policy documents, official reporting, state budgets and spending evidence, official data, along with independent evaluation provided by the experts. After validation and verification on the regional level, the data are submitted and processed by REGIN technical partners and checked by CIDOB and MPG in several rounds of revision. Data are screened from a comparative point of view to **ensure intercoder reliability** and further validated in clarification loops with the regional experts and partners before scoring. When any doubts arise, CIDOB and MPG get back to the regional experts asking for additional information. Other experts are involved when additional information is needed. Finally, CIDOB and MPG research team conduct a **final question-by-question consistency check** across all regions.

To ensure a valid and robust evaluation, and thus comparability, REGIN applies a **standardised questionnaire**. Following MIPEX, the assessment method is based on a **0-100 scoring system scale** applied to the whole questionnaire². Each indicator is formulated as a question relating to a specific element of the migrant and refugee integration system. The score attributed (i.e. answer given among possible options) captures the extent to which such element meets the normative standards employed, where **a score of 100 means the standard is fully met and 0 means the standard is fully unmet**. The scoring system is adjusted according to the number of answers (for instance, a question with 5 possible answers can provide for 5 scores: 0, 25, 50, 75, 100).

The scheme employed for aggregating single indicators is that of simple average used by most datasets (see Beine et al., 2016; Huddleston et al., 2015). This aggregating scheme allows to **assess and compare analytical dimensions through compound indicators** (i.e., governance elements; stages of the policy-cycle; policy-areas; target-groups). Taken together, compound indicators allow to evaluate the extent to which migrant and refugee system of integration deployed at regional level ensure successful integration according to international standards.

² The questionnaire of policy-indicator includes also a few qualitative-indicators. In these cases, the information gathered is not synthesised and converted into scores (nor considered for the building of composite indicators). Information gathered through qualitative indicators will be used in final WP3 deliverables (D3.3, 3.6, and 3.7), which combine quantitative and qualitative analytical insights.

6. Data visualisation

The finalised scores for the six regions are collected in an Excel document where:

- The first sheet includes the **scores of regional policy-indicators (MIPEX-R) and average scores per indicator**. Analytical dimensions, questions, option-answers, and response of regional experts (with related score) are provided for each indicator.
- The second sheet includes the **outcomes indicators** referring to each regional context. Missing data and indicators not applicable to the context are reported respectively as “NO DATA” and “Not applicable”.
- The third sheet includes **composite indicators capturing the main dimensions of analysis and referring to each region** (plus average scores). The overall score is calculated as the average of all the single indicators together.
- The fourth sheet includes the **questionnaire and the scoring system**.

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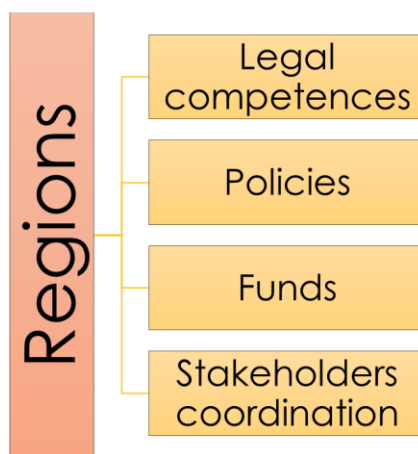


Annex

State of Play: what are the competences of Regions on the integration of migrants?

An initial mapping of formal competences, policies and implementation programmes in 27 Member States of the European Union

Integration of migrants



- **Formal legal competences**

This mapping exercise shows that national governments have formal legal competence on immigration and asylum issues, but Regions are in practice responsible for the development and implementation of social inclusion, policies for migrants and refugees, especially in the areas of employment, education, culture, health, welfare, and housing.³ Both regions of first arrival

³ This mapping exercise relies on the following studies:

- Conference of Peripheral Maritime Regions (CPMR), Migration Visual Mapping, available at: <https://cpmr.org/policy-work/global-agendas/migration-management/migration-visual-mapping/>;
- Council of Europe (CoE), *Key policy areas for multi-level governance of inclusive integration across Europe*, 2017 available at <https://rm.coe.int/policy-lab-background-document-key-policy-areas-for-multi-level-govern/1680780468>;
- EUROFOUND, *Challenges of policy coordination for third-country nationals*, 2015 available at: https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef1558en.pdf;
- CPMR, *Migration and Asylum in EU Regions: Towards a multilevel governance approach*, 2018, available at: <https://cpmr.org/wpdm-package/migration-and-asylum-in-eu-regions-towards-a-multilevel-governance-approach/?wpdmdl=16303&ind=1519650166442>;

and regions of destination have been instrumental in newcomers' assistance and accommodation, in services provision and in social inclusion efforts, in line with or beyond their formal competence. Moreover, a study of Eurofound points out that more Member States are starting to directly engage stakeholders at subnational level in the design and implementation of the policies on migration and integration. In **Germany**, all levels of government are actively involved, **Italy** and **Slovenia** use the regional level, in **Spain's** migration policies competences are split between the central government and the autonomous communities, while in **Belgium**, the two main regions take responsibility in this field.

The CEMR's study on the allocation of competences at regional level reveals that the main areas of competences shared by the Regions in the 27 Member States are the following: **health, environment, transport, education, economic development, social services, spatial planning, regional development and culture**. Formal competence on social services is allocated to Regions in at least 6 countries - economic development in 7 countries - health, environment, spatial planning, education and culture in 8 countries - regional development in 9 countries - transport in 10 countries.

Regions in the EU also have competences in other fields such as **energy distribution, sports and leisure, housing, agriculture, employment, tourism, implementation of EU's structural Fund and job training programs**.

On the other side, CoE's paper on multilevel governance shows that matters related to **family reunification, nationality and residence** are an exclusive competence of the central government and little interaction with local and regional authorities is usually ensured in these areas. It is also worth noting that despite many countries recognise the right of all foreign nationals to receive **healthcare** on an equal footing with nationals, regional and local authorities often limit the right to healthcare for irregular migrants.

- **Policy coordination and implementation**

Regions have generally few legal competences on migration in all EU countries and are also rarely included in the EU decision-making process (regions were not mentioned in the European Agenda on Migration and have not been involved

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- Council of European Municipalities and Regions (CEMR), *Local and Regional Governments in Europe Structures and Competences*, 2016 available at: https://www.ccre.org/img/uploads/piecesjointe/filename/CEMR_structures_and_competences_2016_EN.pdf;
 - Wolffhardt A., Conte C. and Huddleston T., *The European benchmark for refugee integration: a comparative analysis of the national integration evaluation mechanism in 14 EU countries*, 2019, available at: <https://www.migpolgroup.com/wp-content/uploads/2019/06/The-European-benchmark-for-refugee-integration.pdf>



in the relocation⁴ system of refugees defined by the Commission). However, they play a crucial role in the integration process of migrants and refugees by means of regional strategic plans, projects implementation and regular coordination with local authorities. Our mapping exercise points out that **at least 12 out of 27 Member States have detailed migration integration plans at regional level.**

Regional authorities can adopt **action and strategic plans to set up facilities, implement reception measures and provide services** that are essential to the integration of migrants and refugees and the protection of their rights, especially in areas such as education, housing, social support, legal assistance, help with finding employment, training, intercultural mediation, language courses, financing microprojects or information campaigns. The NIEM report also outlines that regional and local authorities have a **key role to play in improving interactions between the receiving society and beneficiaries of international protection.** A proactive role on the part of the central government, asking regional and local levels to set up related strategies, is found in a few countries.

In **France**, national policies concerning third-country nationals are implemented at regional level through the Regional Directorates for Youth, Sport and Social Cohesion (DRJSCS). In **Germany**, the National Action Plan on Integration (NAPI) provides a framework for local involvement, with coordinated strategic integration plans drawn up at regional and local level. In 2014, three regions (Berlin, North Rhine-Westphalia and Rhineland-Palatinate) enacted regional Integration Acts for **mainstreaming integration into rules and regulations**, and for budgeting for integration measures. In **Slovenia**, there are mobile Info Points for foreigners, organised at regional level, which provide a coordinated approach for third-country nationals.

In **Italy**, Regions adopt measures concerning the social integration of migrants in compliance with the general framework of immigration policies outlined by national legislation. The Ministry of Labour and Social Policies signed 17 Program Agreements with the Regions to define a system of interventions and integrated planning on migration policies in the 2014-2020 period. The Program Agreement provides for the preparation of an integrated Plan to foster labour and social integration of the migrant population. For instance, in Lazio, the PRILS (*Piano Regionale di Integrazione Linguistica e Sociale degli Stranieri*) aims at ensuring the linguistic and social integration of foreign nationals, even of younger age, from third countries and residing in the regional territory. Sicily

⁴ Regarding relocation, an initiative led by the Basque Country called SHARE proposes to follow a territorial distribution of the relocation efforts. The [SHARE proposal](#) is currently supported by the regions of the Canary Islands, Castilla y León, Comunidad Valenciana, Navarra, Catalonia, Melilla, Communauté d'Agglomération Pays Basque, Nouvelle Aquitaine, Attica and the Basque Country.



Region also defines the standards of services including first reception, health and education, and is responsible for control, accreditation and monitoring activities related to these services.

In **Portugal**, the Government of Azores is responsible for coordinating and operationalising regional migration policy. To this end, the Regional Advisory Council on Immigration Affairs has competences in immigration matters with the purpose of **ensuring the participation and collaboration of associations representing migrants, social partners and social solidarity institutions** in defining and coordinating policies for social integration and combating the exclusion of migrants.

In **Spain**, the Catalonia region is responsible for establishing and regulating measures to facilitate the social and economic integration of migrants and a Citizenship and the Migration Plan 2017-2020 was adopted to implement reception and inclusion policies. The Murcia Region's Master Plan for International Cooperation 2017-2020 is based on **coordination between national, regional and local levels as well as NGOs** for effective action on the reception and integration of migrants and refugees. The Region of Valencia has a multiannual Immigration and Coexistence Plan. Similarly, the Andalusian government has developed different strategic plans, the current III Integral Plan for Immigration in Andalusia is based on 11 areas of intervention and has 67 general objectives and 172 measures.

In **Sweden**, Regions annual reports describe how a **strategic and long-term work for integration and diversity** is pursued and developed, as well as the results that this entails or is expected to entail. In the region of Skåne, a **multi-level agreement** has been adopted to achieve an open society where everyone has equal value, by prioritising five areas: housing; labour market; health promotion; support of local collaboration; cooperation with the civic sector.

- **Use of EU and national funding**

The mapping exercise shows that several regions of the Member States participate in national calls of the EU's Asylum Migration and Integration Fund (AMIF) or manage EU structural funds (for instance, the European Regional Development Fund - ERDF) and *ad hoc* EU-funded projects. The Eurofound report outlines that in many countries, the **European Integration Fund** has been used to design and implement a coordinated policy approach at regional level.

In the **Czech Republic**, regional centres promoting the integration of third-country nationals have been established in Prague and 12 other regions, partly funded by the European Integration Fund. In **Austria**, the (publicly financed) Integration Fund runs five integration centres in the regional states of Salzburg, Styria, Tyrol, Upper Austria and Vienna. There are various projects implemented in **Lithuania** at regional level aimed at facilitating the integration

of third-country nationals. The projects include research and studies, training courses, awareness-raising campaigns, and the setting up of integration centres. However, according to the CPMR study, the structure and the management of AMIF is not adequate for regional participation and **only a few regions have had access to it**, although regions are particularly instrumental in actions aiming to support legal migration to EU States, in line with the labour market needs and promoting the effective integration of non-EU nationals.

- **NGOs and stakeholders' involvement**

Regional governments often promote **projects involving cooperation between different stakeholders**. Sectorial conferences are developed in different regions to discuss topics related to the migrant population, in which **NGOs, civil society representatives and different levels of administration** participate. In particular, in regions where the **agriculture sector** is strong, specific reception and accommodation services are provided to temporary migrants.

In **Italy**, NGOs play a role in providing social integration services: Lazio Region analyses the status of associations in qualitative and quantitative terms, planning training and counselling activities to **promote access to services and the active participation of migrants**. The Region provides support action for voluntary organisations and migrant associations registered in the region. In Calabria, partnerships exist between **economic and social stakeholders and institutional bodies**, which includes the State Protection System for Asylum Seekers and Refugees (SPRAR) provincial coordination bodies and the tertiary sector forums.

In the **Swedish** Region of Skåne, coordination with NGOs is ensured via a letter of intent under the "Regional Agreement Skåne". Coordination is provided with public education and civil society organisations on social information and social participation in local community and cultural life.

In **Spain**, Guidelines for coordination between the general State Administration, the Regional Government, Local Authorities and NGOs are being drafted to speed up and improve the assistance to refugees. NGOs have grants from the Ministry of Employment and Social Security (MEYSS) within the framework of the National Reception System, and take care of the accommodation of the refugees, Spanish language learning, and assist them in registering for education and health services.

In **Portugal**, the NGOs, in partnership with the Government of Azores, develop socio-cultural activities aimed at **interculturality** and the integration of migrants, as well as the support to these citizens in a situation of proven economic need. They provide support in a variety of areas, such as: welcoming, social inclusion and integration, legal support in documentation and legalisation, psychosocial support, labour integration, literacy and Portuguese language courses.



- **Collection of practices and policies at regional level:** [CPMR Migration Visual Mapping](#)

Regions: Calabria, Lazio, Toscana, Azores, Catalonia, Murcia, Skåne

In **Calabria** (Italy), **competences** on migration and asylum are the responsibility of the Department of Social Services and the Department of the Presidency. Allocated resources from the Regional budget amount to € 1,100,000.00. In addition, the Region participates in the AMIF national calls for tenders of the Ministry of the Interior and Ministry of Labour, worth around €7 M. Staff includes 7 public officials.

Policy: Back in 2009, Calabria Region adopted a **law on reception of asylum seekers and refugees (LR18/2009)**. In this respect it was the first Region in Italy to adopt a legislative instrument specifically designed to address the challenges related to immigration.

Instruments: Calabria Region follows various transnational and national networks including the SPRAR, CPMR Migration Task Force, the INTERACT programme;

Coordination with Stakeholders: there is a partnership between economic and social stakeholders and institutional bodies, which includes the SPRAR provincial coordination bodies and the tertiary sector forum. The overall coordination is ensured by the Regional Directorate in charge of the Presidency.

Lazio (Italy), **competences** on migrant integration are managed by the Regional Ministry of Social and Welfare Policies. A Territorial Immigration Council has been set up composed of: Ministry of the Interior - Prefecture - Region - Municipalities - Associations. The Italian Ministry of the Interior manages a budget of EUR2.5 million in AMIF funds.

Policy: the integrated system of interventions and social services provided for by Law No. 11 of 10 August 2016 supports the integration and social inclusion of migrants, through interventions and services to remove obstacles opposing the exercise of civil and social rights by foreign citizens, according to the provisions of Law No. 10 of 14 July 14, 2008 (Provisions for the promotion and protection of the exercise of civil and social rights and full equality of foreign citizens) and subsequent amendments, and promotes the dissemination of the culture of rights, duties and responsibilities. This system also provides for the **creation or strengthening of the structures for the placement of unaccompanied children**, in order to facilitate their integration and to prevent new forms of social exclusion.

Instruments: Lazio carries out actions in two main areas of activity:

1. **PRILS Project (Regional Plan for Linguistic and Social Integration of Foreigners in Lazio):** resources used to finance the intervention amount to €2.5 million from AMIF (Ministry of the Interior 2014-2020).

2. **IPOCAD Project (Promotion of the Active Participation of Migrants in Economic, Social and Cultural Life).** **The resources used to finance the intervention amount to €3 million from AMIF (Ministry of the Interior 2014-2020).** Under the SPRAR system, the Region has 50 projects (in July 2017), including 2 for unaccompanied children and 4 focusing on mental health and disability.

Coordination with Stakeholders: NGOs play a role in providing social integration services. Lazio Region analyses the status of associations in qualitative and quantitative terms, planning training and counselling activities to promote access to services and the active participation of migrants. The Region provides support action for voluntary organisations and migrant associations registered in the region.

Sicily: Structure and Competences: the SPRAR, the so-called ‘second reception’, is established by the Department for Civil Liberties and Immigration of the Italian Ministry of Interior and operated by ANCI (the National Association of Italian Municipalities). Sicily Region defines the standards of services including **first reception, health and education**, and is responsible for control, accreditation and monitoring activities related to these services.

Instruments: Integrated Plan for Integration into Employment and Social Inclusion of Migrants: an Agreement signed between the Italian Ministry for Labour and Social Policies (Department of Immigration and Integration Policies) and Sicily Region for the programming and development of a system of interventions to foster social integration and labour market inclusion of legal migrants in Italy.

Coordination with Stakeholders: there are no stable forms of territorial coordination at regional level. At provincial level, there are local councils at each prefecture.

Tuscany (Italy): Region has no remit in the field of administrative procedures concerning residence permits, management of extraordinary movements of migrants, distribution of refugees and organisation and management of services and facilities, which are State responsibilities and are exercised through the competent national government bodies (Prefectures, Police, etc.). Tuscany Region exercises administrative functions in the field of voluntary associations and social promotion, taking care of the relevant registers together with the competent local authorities.

The SPRAR, the so-called ‘second reception’, is established by the Department for Civil Liberties and Immigration of the Italian Ministry of Interior and operated by ANCI (the National Association of Italian Municipalities). Extraordinary Reception Centres (CAS) are private facilities designated by the Prefectures, in agreement with cooperatives, associations and hotels, in accordance with public contracts regulations, with the local authorities being informed. Accommodation is limited to the time strictly necessary for the transfer of the applicant in second reception centres. The Prefectures-Government Territorial Office (UTG) have exclusive management of contractual relationships with NGOs in charge of reception services, e.g. accommodation, supply of linen and clothing, assistance (language mediation, information, guidance,), language courses, etc.

Administrative functions concerning social inclusion interventions are the responsibility of municipalities:

- planning and implementation of the local social services system;
- authorisation, accreditation and supervision of social services and facilities;
- control and evaluation of the management of services.

Policy: since 2011, Tuscany Region has oriented its strategy towards implementing a model of **widespread reception in medium-small size structures**, to favour the broader integration of migrants within the host communities. Regarding integration, Tuscany operates to strengthen the system of interventions for foreign citizens and asylum seekers in the following areas: reception, integration, information and knowledge of the phenomenon, promotion of culture and rights, support for programming and regional evaluation, analysis of interventions and **testing of regional initiatives and projects**. Tuscany works to enhance resources and implementing policies aimed at supporting and consolidating social cohesion, developing its actions in full coherence with European directives and national regulations and in the context of collaboration with all relevant public and private bodies.

Objectives:

- support and maintain the regional model of widespread welcoming reception already experienced and continue to promote collaboration with all bodies involved in migration management (ANCI, ANCI Toscana, Ministry of the Interior and Prefectures, etc.);
- transfer to the regional territory the knowledge and skills developed in SPRAR and Extraordinary Reception Centres (*Centri di Accoglienza Straordinaria* - CAS) which have helped to achieve community cohesion;
- build and share the service requirements that a SPRAR or CAS centre must fulfil to manage existing problems and provide efficient, quality services;

- design and develop regional and local public policies to meet needs identified by the SPRAR and CAS centres.
- reduce the social exclusion of third countries nationals and promote forms of active citizenship, by preventing and **combating the phenomena of exclusion and discrimination, providing access to services** and using participatory processes of integration.

The responsibilities of Tuscany Region in matters of reception, inclusion and integration are defined in the Regional Law of Tuscany No. 29 of 9 June 2009. The regional law lays down a reference framework for the development of territorial policies in areas such as **school, health, work, vocational training**, to achieve the general objectives of positive integration of foreign communities through the involvement and active contribution of local institutions, social organisations and the tertiary sector.

Instruments:

- SPRAR Task Force established by Tuscany Region and Association of Municipalities (ANCI Toscana) to accompany the municipalities in the presentations of projects that adhere to the SPRAR system;
- Extraordinary Reception Centres (CAS);
- Use of national and European financial opportunities (AMIF and European Social Fund - ESF 2014-2020) for networking initiatives (institutional and private social bodies), to facilitate participatory processes of migrant integration, in terms of mutual rapprochement between foreign communities and hosting communities, as well as to develop integrated policies and services that optimise the use of resources.
- White Paper drawn up as part of a participatory process between the region and ANCI-Tuscany, based on a study of the experiences and best practices in the region (<http://www.regione.toscana.it/-/libro-bianco>).

Coordination with Stakeholders: Regional coordination body made up of Tuscan Prefectures (coordinated by the Prefecture of Florence), the Region, the Tuscan representation of the municipalities and the provinces and representatives of NGOs. Its role is to implement at regional level the programmes and guidelines established at national level, to manage the migratory movements, to optimise the reception systems of applicants and/or beneficiaries of international protection and to **facilitate the integration processes through effective inter-institutional cooperation at regional level.**

A specific Territorial Board is also set up in each Tuscan Prefecture, composed of the Prefecture located in each provincial capital (which coordinates it), the municipalities and NGOs belonging to that territory, which have the task of planning, monitoring and verifying the reception actions. About the specific

theme of social inclusion, the Tuscany Region, in collaboration with the National Association of Italian Municipalities (ANCI)-Tuscany, promoted a major initiative for listening to and involving the entire regional system in 2017.

The aim was to activate a **participatory process to highlight territorial experiences**, with the contribution and active presence of the municipalities, the managing bodies of the reception centres and all organisations that were involved in experiments implemented so far. A mapping and analysis of the reception and integration experiences carried out throughout the region was launched and led to the identification of over 200 projects.

Skåne (Sweden)

Structure and Competences: the Swedish Government has reintroduced regional reporting requirements concerning integration and diversity in regional development and growth efforts (2018). This gives Swedish regions a clear mandate to act: **Regions annually report how a strategic and long-term work for integration and diversity is pursued and developed, as well as the results that this entails or is expected to entail.**

The reception of migrants in Sweden is a shared responsibility between stakeholders and organisations on a national, regional and local levels, which means that it takes a lot of collaboration effort to ensure that the complex system is working according to the needs of the target groups.

The County Administrative Board is responsible for coordinating the regional work on the establishment of new arrivals and coordinating early efforts for asylum seekers. It also has a mission to provide information to the Swedish Migration Board (national level) about these efforts within the county. Region Skåne has formed a **special integration committee to map the region's efforts** in the field of integration broadly defined. The purpose is to design a strategic position based on activities conducted, including a model for how funds can be used.

Policy: Sweden has no active integration policy. Integration should be a natural part of all policy areas. The notion of "establishment" is preferred to "integration". The **Employment Service in Sweden is responsible for the establishment assignment.** Since 2010, a new system for establishment of migrants has been set up in Sweden.

The Regional assignment linked to these issues is about organising equality of health and the integration issue with regional growth, skills supply, public health, housing, planning, etc.

Instruments:

- **Regional Agreement Skåne:** multilevel agreement between state authorities, regions, municipalities and idea-borne actors within the region. The agreement is a tool to achieve the goal of the Regional Development Strategy for an open Skåne where everyone has equal value. The work done within the regional agreement is based on a joint statement in which five prioritized areas are pointed out: 1. Housing; 2. Labour market; 3. Health promotion; 4. Support of local collaboration; 5. Cooperation with the civic sector
- **Partnership Skåne:** a multilevel governance, cross-sector platform linked to the regional agreement for collaboration and capacity development, promoting health equity and enhancing social inclusion for migrants. It is funded through an agreement between Region Skåne and the County Administrative Board of Skåne. The operative work is also funded through different agreements and EU-funding.
- **Kompetenssamverkan Skåne (KoSS):** cooperation body working to establish a consensus on regional skills and short and long-term education planning
- Agreement between Region Skåne and Popular Education Actors with an identified focus on integration issues
- Structure for promoting social innovation funded by regional funds
- **Reglab:** an interregional network at Swedish national level to exchange ideas, lessons and best practices on integration.

Coordination with Stakeholders: coordination with NGOs via a letter of intent under the "Agreement Skåne". **Coordination with public education and civil society organisations on social information and social participation** in local community and cultural life in 2017.

Azores (Portugal)

Structure and Competences: the Government of Azores is responsible for coordinating and operationalising regional migration policy.

The **Regional Advisory Council on Immigration Affairs** was created in 2002, with competences in immigration matters and the purpose of ensuring the participation and collaboration of associations representing migrants, social partners and social solidarity institutions in defining and coordinating policies for social integration and combating the exclusion of migrants.

Its competences are to ensure the hearing and representation of public and private entities that, within the Region, carry out duties related to immigration; to participate in defining **measures and actions aimed at**

improving the living conditions of migrants and monitor their implementation, in order to better coordinate actions among all partners and intervening entities; and to participate in the protection and promotion of the rights of migrants, with respect for their identity and culture, among others.

Policy: the reception and integration of migrants in the Azores is essential to enhance the constructive contribution they can make to the Region, further opening the Azores to the world. The Government of the Azores promotes the integration of the migrant communities in the Azores and their integration into the Azorean society through an action based on the double aspect of the preservation of cultural identity and the integration of immigrant, emigrated and returned communities.

Thus, through the most varied initiatives, it **promotes the recognition and appreciation of diversity as an opportunity and source of learning for all**, respecting the multiculturalism of current societies. In the Region, a close partnership with the institutions dedicated to the support of migrants remains a relevant vector of the actions of the Government of the Azores, ensuring the necessary support and appropriate integration for those who, by their own will or for other reasons, have chosen the Azores as a host region.

Coordination with Stakeholders: the NGOs, in partnership with the Government of Azores, develop **socio-cultural activities aimed at interculturality** and the integration of migrants, as well as support in a situation of proven economic need. They provide support in areas such as welcoming, social inclusion and integration like legal support in documentation and legalisation, **psychosocial support, labour integration, literacy and Portuguese language courses**.

Catalonia (Spain)

Structure and Competences: Catalonia has **exclusive powers over the initial reception process, including social, education, healthcare and guidance services**. It is responsible for establishing and regulating measures to facilitate the social and economic integration of migrants.

The responsible entity for Government of Catalonia is the **Secretariat for Equality, Migration, and Citizenship**, which is part of the Department for Labour, Social Affairs and Families. Its approximate budget is €9.5M, out of which € 2 087 030M are allocated to NGOs, €5.2M to municipalities, and the rest to staff.

There are 3 cooperation bodies:

1. Migration and Citizenship Body, undertaken in partnership with local administrations, social organisations, and social agents;

2. Interdepartmental Commission;

3. Bilateral Local Administration-Catalan Government body.

The **Committee for the Reception of Refugees**, created in September 2015, is the body that advises, participates and coordinates with Catalan public administrations, the social institutions and organisations involved in the reception of people seeking international protection and refugees in Catalonia, attached to the Secretariat of Labour, Social Affairs and Families.

Policy: a Reception Law was passed in 2010 to regulate interventions related to migrants' reception and integration and **promote autonomy and equal opportunities** among the country's residents irrespective of their national origins. **Cross-cutting, consensus, intergovernmental coordination, inter-administrative cooperation and dialogue with civil society** are the main features of the Catalan Government's immigration management. This management focuses both on the initial reception of migrants and on integration and participation in Catalan society as its key cornerstones.

The Catalan government budget settlement for 2017 showed that €247 M were assigned to citizenship and migration policies.

Instruments

- **Citizenship and Migration Plan 2017-2020** to implement reception and inclusion policies
- **Catalan Refugee Programme (CRP)** to develop and implement an operational programme regarding subsidiary protection, refugee status and statelessness, with the collaboration of local entities and the civil society, to contribute jointly to the reception of refugees in Catalonia and to achieve the best results in the integration process. It is **addressed to refugees ending the State programme in Catalonia without having achieved sufficient autonomy** (exceptionally, other refugees at risk of exclusion), people registered in Catalonia during a previous period of one year with personal income below the Minimum Insertion Income (MII) in the 12 months preceding the application. Its access is by public call, the resolution of which determines a final score for each individual person or family group.
- **National Agreement on Immigration**, signed on 19 December 2008 by the Government and various economic and social agents (including opposition parties, trade unions and employers' associations, other tiers of government and civic organisations) to **promote coexistence and social cohesion**. The agreement laid the foundations for policies but also explained to the public the structural nature of the profound demographic change being experienced.

These proposals were arranged into three key areas:

1. Managing migration movements so that they are made through legal channels;
2. Tailoring public services to a diverse society;
3. Integration and a common public culture.

- **Mentoring agreements** with NGOs/civil society to carry out the Catalan Refugee Programme
- Contract annual programmes and specific programme contracts with municipalities including financing by the Catalan Government.

Coordination with Stakeholders: coordination with local authorities (municipalities) is activated through **contract annual programmes** containing actions related to asylum, social integration, which are reviewed by the end of the year. The role of local administrations is to **develop specific reception plans and integration activities** to promote awareness and information for a better reception, considering that asylum is a right that can be complemented with solidarity actions. The Catalan Government agrees funding for those actions with every local authority. NGOs are then funded either through the municipality itself or through funding provided by public calls to support actions in a coordinated way.

There has been a recent agreement with NGOs, civil society (through mentoring), and municipalities to carry out the Catalan Refugee Programme. There are also programme contracts with municipalities to carry out actions on a consensus-based framework adapted to their particular situations.

NGOs play a relevant role in Catalonia as they carry out the activities to help refugees and migrants integrate, find a job, and settle down in Catalan Society. There are 3 types of NGOs working with migrants:

1. those involved in **social work for all the population** where migrants are the main users;
2. **Migrant associations**, which help migrants in all their needs from their arrival;
3. **Cultural and sport associations** which involve migrants in their activities.

NGOs receive funds from the Catalan Government through an **annual public call**. The call supports actions related to migrants' and refugees' integration, finding a job, and helping students with migrant background to improve their school results.

Murcia (Spain)

Structure and Competences: in Spain, **Autonomous Communities** have no role in the reception, but they must support the people once settled in the territory.

The Government of Murcia Region has competence in relation to **integration of migrants; providing healthcare, education, employment, child protection and social services.**

A **coordination protocol** is being drawn up between the National Ministry of Employment and Social Security (MEYSS) and the regions.

Policy: Murcia Region's strategic approach is one based on coordination between national, regional and local levels and NGOs for effective action on the reception and integration of migrants and refugees.

Instruments: Murcia Region has implemented two migrant integration plans, including the Master Plan for International Cooperation 2017-2020.

Coordination with Stakeholders: guidelines for coordination between the general State Administration, the Regional Government, Local Authorities and NGOs are being drafted to speed up and improve the assistance to refugees.

NGOs receive grants from the MEYSS within the framework of the **National Reception System:** they are responsible for the accommodation of refugees, Spanish language learning, and assist them in registering for education and health services.

Valencia (Spain)

Structure and Competences: within the Regional Ministry of Equality and Inclusion Policies, the Directorate General for Social Inclusion is responsible for reception and integration policies. The Directorate General for Social Inclusion has a **Migrant Integration Department.**

Cooperation bodies: CEAR-PV, Cruz Rona, ACCEM, CEPAIM. These associations receive and welcome refugees for 12 months. They provide housing, legal information, Spanish classes.

Policy: the Region of Valencia bases its policy on a **comprehensive and multidimensional vision of migration** responding to the different migratory processes and types, adapting it to the new social reality. The Region has a **multiannual Immigration and Coexistence Plan.**

Instruments: [OAMPI-PANGEA](#) is a network of migrant services offices in municipalities with a percentage of foreign population, coordinated and funded by the Regional Government. These offices offer public and free service,

specialised in cultural diversity and coexistence management providing assistance, advice and guidance to the migrant populations.

Coordination with Stakeholders: in the framework of the PANGEA network of Migrant Care Offices, the municipal social services provide assistance to migrants, while the Generalitat is in charge of coordinating the management and NGOs work with the central government.

