



MATILDE

Migration Impact Assessment to Enhance
Integration and Local Development in
European Rural and Mountain Regions

**REPORT ON EXISTING
INTEGRATION-POLITICAL GOALS,
PROGRAMMES AND STRATEGIES
IN THE EUROPEAN UNION AND
THE MATILDE COUNTRIES AND
RURAL REGIONS**



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Deliverable 6.2 - Report on existing integration-political goals, programmes and strategies in the European Union and the MATILDE countries and rural regions

Editors: Marika Gruber, Kathrin Zupan

Authors: Simone Baglione, Maria Luisa Caputo, Signe Lise Dahl, Thomas Dax, Marika Gruber, Ulf Hansson, Lauri Havukainen, Ayhan Kaya, Stefan Kordel, Jussi Laine, Raúl Lardiés Bosque, Per Olav Lund, Ingrid Machold, Andrea Membretti, Nuria del Olmo Vicén, Pirjo Pöllänen, Evelina Staikova-Mileva, Maria Taivalsaari Røhnebæk, Nora Warhuus Samuelsen, Tobias Weidinger, Kathrin Zupan

Approved by Work Package Manager of WP6: Marika Gruber, CUAS on March, 31st 2021

Approved by Scientific Head: Andrea Membretti, UEF on March, 31st 2021

Approved by Project Coordinator: Jussi Laine, UEF on March, 31st 2021

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1. INTRODUCTION

Authors: Marika Gruber & Kathrin Zupan

This report presents an overview of existing integration-political goals, programmes and strategies at different governance levels: the European Union level, the national level represented by the ten MATILDE countries – Austria, Bulgaria, Finland, Germany, Italy, Norway, Spain, Sweden, Turkey and the United Kingdom, the regional level analysed based on the MATILDE rural case study regions, as well as the local level of these ten countries. Hence, this report aims to analyse “the desired goals and guiding principles in the governance of migration and integration politics” (MATILDE Grant Agreement No. 870831, 2019, p. 119).

The European Union is not just an umbrella for its Member States (Mayntz, 2003), and a negotiating area for policy making, but above all a “complex multi-level system” (Mayntz, 2003, p. 32). Hence before starting an in-depth analysis of the integration political goals, programmes and strategies in the MATILDE countries, the strategies and aims concerning migration and integration of this “umbrella” are examined first. The European Union’s competencies and jurisdiction for migration and integration as well as important related policies are analysed.

The following chapters are devoted to the MATILDE policy country reports, including historical highlights since the 1990s impacting the further development of integration political goals and strategies. Each policy country report focuses on competencies and jurisdiction for migration and integration issues, main policies in the field of migration and integration as well as the integration political focus and perception of coexistence and integration at national, regional and local level. The “perception” should provide the reader with an idea of country- and government-specific concepts of managing differences, views on the integration/inclusion of third country national (TCN) migrants as well as images of a successful coexistence between migrants and locals from national to local level. Each policy country report is summarised with some key messages in the cross-country comparative overview chapter.

The policy country reports on integration-political goals, programmes and strategies draw from the results of the social (Task 3.1) and economic (4.1) policy analyses (as stated in the MATILDE Grant Agreement No. 870831, 2019). In addition, a literature review on the state of the art of

scientific discussions on concepts of coexistence is undertaken. Furthermore, an in-depth review of existing political strategies and approved programs (policies), their desired goals and guiding principles in the governance of migration and integration politics at the EU level and in the MATILDE countries is carried out. The selected integration political goals, strategies, and programs (policies) at the EU level and in the MATILDE countries, as presented in the following chapters, aim to provide an overview of (country-specific) handling of international (third-country) migration and integration issues before and after the strong refugee migration in 2015/16 took place and by considering historical events mainly from the 1990's onward.

To bring the country-specific focus of the migration and integration related policies together in a comparative view, a table with the different integration political goals and main emphases is provided. In addition, the overall development of migration and integration policies, mainly over the last five years and by considering the strong refugee migration of 2015/16 in the ten MATILDE countries, is evaluated and displayed in a country-comparative picture. Finally, this report draws conclusions on the European and national migration and integration related policies in the MATILDE countries and their interactions.

As Annex, the policy taxonomies including policies that are directly/indirectly impacting on the interaction of TCNs and the social economic structure of remote and rural areas, which are elaborated in WP3.1 and WP4.1 (MATILDE Deliverables D3.1 and D4.1, see Baglioni et al., 2021) are attached as the review of migration and integration related programmes and policies also includes these contents. The policy taxonomies reflect the current status quo of work, the completion of the tables is an ongoing process.

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2. INTEGRATION POLITICAL GOALS, PROGRAMMES AND STRATEGIES

The following subchapters present the existing integration political goals, programmes and strategies in the European Union and in the ten MATILDE countries from national to local level. Each policy country report includes the historical highlights since the 1990s at national level as well as the legal competencies and jurisdiction, main policies as well as focus and perception at the different governance levels.

2.1. EUROPEAN UNION

Authors: Kathrin Zupan, with contributions from Marika Gruber and Kathrin Stainer-Hämmerle

At European level, the competencies and jurisdiction and the usual policy making process are described with a prospect on the EU's competence on migration and integration issues. Afterwards, important policies on migration and integration are presented in chronological order.

2.1.1 COMPETENCIES & JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The European Union is a unique project, due to the remaining independence of the Member States and the bundled sovereignty (European Communities, 2005a). The European Union is rooted in the European Economic Community, build in 1958 after the Second World War, to improve the economic strengths of the member states. Since then 22 countries become Member States within a single market and the policy areas (e.g. migration & asylum, borders & security, foreign affairs & security policy, humanitarian aid & civil protection) extend (European Union, 2020). In all Member States, European citizen shall be treated equally with the Member States citizen (European Communities, 2005a). As a consequence, the name was changed to European Union in 1993 (European Union, 2020). According to the Treaty on the European Union concluded in Maastricht in 1992 (European Communities, 2005a), *“the Union*

is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. [...] Human dignity must be respected, protected and constitutes the real basis of fundamental rights.” (European Union, 2020, p. 8) The human rights are defined in the EU Charter of Fundamental Rights. People may live free from discrimination because of sex, race, ethnic background, religion, disability, age or sexual orientation in the European Union (European Union, 2020).

Mainly, four institutions are involved in the EU’s policy-making processes: the European Parliament, elected by EU citizens, the European Council, composed by heads of Member States’ governments, the Council (Council of the European Union), consisting of the Member States’ government ministers, and the European Commission, representing the EU’s interests. While the European Commission introduces new laws, the European Parliament and the Council approve, amend or reject new laws, normally. One exception is the EU’s foreign and security policy, which is developed and set by the Council of the European Union and the European Council, responsible for the overall direction and priorities of the Union. The Member States and the relevant EU institutions implement new laws and policies. The basis are the treaties, agreed and ratified by all Member States. The latest is the Lisbon Treaty of 2009. They are contractual and thus, different to policies, where not all Member States have to participate, e.g. the Schengen Border Code (European Union, 2020).

The European Union differs between types of legal acts: regulations are laws binding all Member States, including necessary changes of the national laws; directives are addressed to some Member States with impact on the national laws; decisions are directed to Member States, groups or even individuals; recommendations or opinions represent the EU’s view without legal binding force. The decision-making process in the European Union is led by the ordinary legislative procedure. The European Commission proposes legislations and the European Parliament and the Council of the European Union approve, amend or reject them.

Normally, the ordinary legislative procedure passes through two stages, the first and the second reading (European Union, 2020). More details can be found in the figure below.

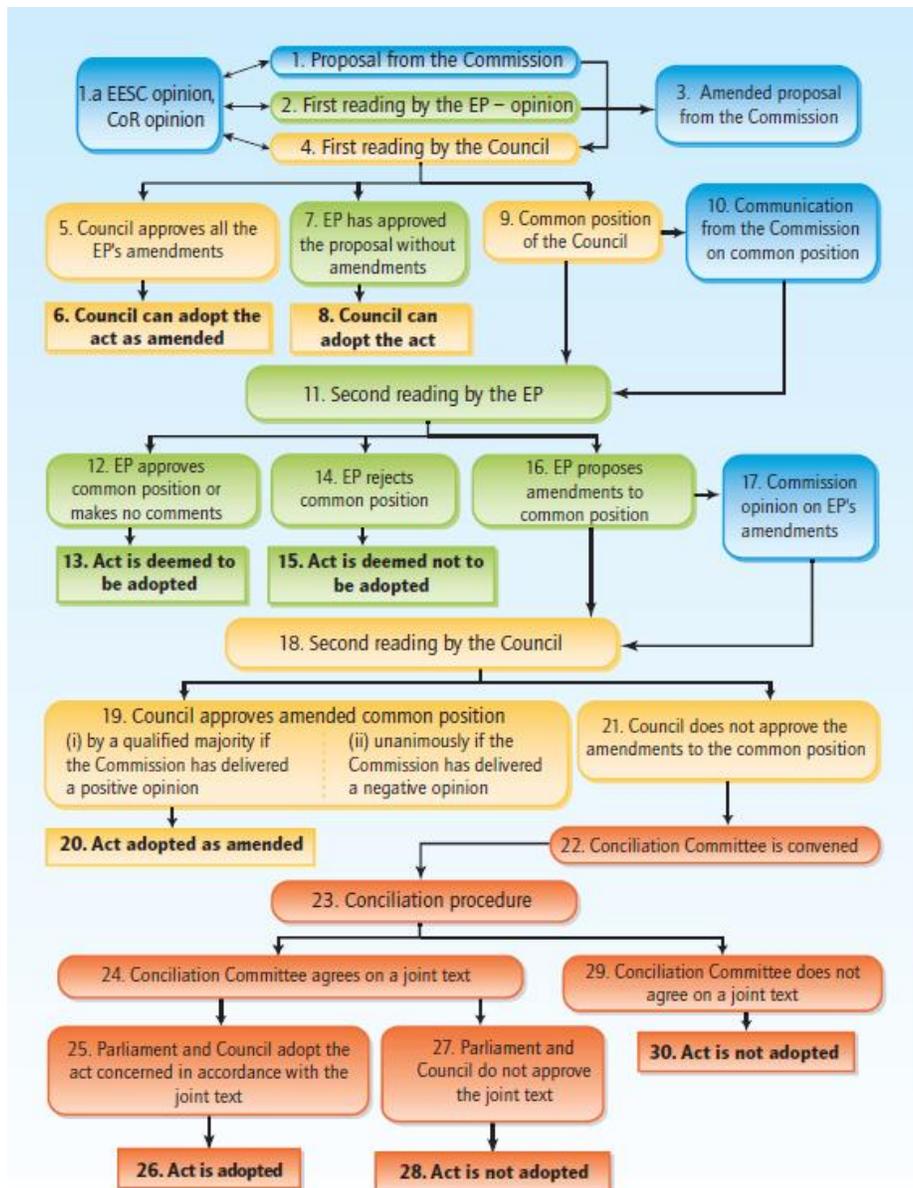


Figure 1: Policy co-decision procedure (European Communities, 2005a)

The EU’s budget is planned in multiannual financial frameworks over a period of five years. The policy area “migration and home affairs” is part of the financial area “security and citizenship” recognized with 2% of the EU’s budget 2014–2020. The following period 2021 to

2027 considers challenges like migration and security threats. Hence, one priority is “building up the EU’s capacity in security and defence” (European Union, 2020, p. 62).

Since the end of the 1990ies, the European Union has tried to extend their authority concerning migration and asylum policies. Since the Amsterdam Treaty of 1997, a common policy on asylum and migration has become contractual and has extended in the following treaties. EU regulations for third-country nationals and asylum seekers have been set. Some Member States often disable collective developments (Biffel & Faustmann, 2013). In contrary, the European Union has limited influence on Member State’s integration policies (Oliver & Gidley, 2015). Thus, the EU supports to implement structures and regulations at national level and monitors the migration policies of the Member States (Biffel & Faustmann, 2013). The European Union defines integration as a two-way process, undertaken by migrants and the host society, while some Member State paradigms regard integration as a one-way process to be fulfilled by migrants more and more. Migrants, third country nationals - to be precise, have to prove their will to integrate (Oliver & Gidley, 2015). Since 2000, those integration policies around Europe increase, which target the acceptance of norms and institutions of the receiving societies by migrants (Oliver & Gidley, 2015).

2.1.2 IMPORTANT EU-POLICIES ON MIGRATION AND INTERGATION

Based on selected important EU policies, listed in the MATILDE Deliverable 6.1 “Factsheet on the Politics of Integration and Inclusion” (Gruber & Zupan, 2021), the key aspects and impacts of some important policies will be outlined in this chapter. The selected agreements, treaties, communication papers or frameworks contain main policies of the European Union and its institutions with impact on migration, integration and inclusion of TCNs in the European Union.

SCHENGEN AGREEMENT

- Agreement 42000A0922(01) – 1985
- Convention 42000A0922(02) – 1990; still in force
- Implementation: 1995
- Regulation: 2016/399 - 2016

The Schengen Agreement had its origin in 1985, when Germany, France, Belgium, Luxembourg and the Netherlands decided to abolish controls at their borders. It was the basis of the Convention Implementing the Schengen Agreement in 1990 and became EU law in 1997 in the Treaty of Amsterdam. After the first Schengen Agreement other countries joined: Austria, Czech Republic, Denmark, Estonia, Finland, Greece, Hungary, Italy, Latvia, Lithuania, Malta, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden and Iceland, Liechtenstein, Norway and Switzerland – as non-EU countries (Auswärtiges Amt, 2019). The main aim of the policy was to allow Schengen citizens to cross borders within the Schengen area without border checks. To ensure safety in the European Union, external border checks are implemented according to the Schengen Borders Code of 2016 (EUR-Lex, 2020a). The common Schengen rules for asylum procedures were replaced by the so-called Dublin II-Regulations in 2003 (Auswärtiges Amt, 2019).

Since 2016, the Schengen Borders Code regulates free movement within the Schengen area and arrange checks at the external borders (EUR-Lex, 2020b). In case of serious threats, internal borders can be reintroduced. Many European or Schengen countries reintroduced the internal borders, due to the number of third-country nationals seeking asylum in 2015 and the following years, with extension by the European Council until November 2017 (Guercio, 2019).

DUBLIN CONVENTION

- Convention 41997A0819(01) – 1990-2003
- Council Regulation No 343/2003 – 2003-2013
- Regulation No 604/2013 – 2013; still in force

Following the Schengen Agreement, the asylum policies of the European Member States should become consistent in the Dublin Convention of 1990. It was reformed in 2003 as Dublin II-Regulation and again in 2013 as Dublin III. The main goals are to proceed asylum applications as quick as possible, according to determined criteria, and to avoid refugees seeking for asylum in

different EU countries or being present without asylum application. The Dublin Regulations ensure that asylum seekers can only apply for asylum in one European Member State. Which Member State is responsible for the application, is defined in a set of criteria. The first criterion is the family unity, followed by the existence of a valid residence permit or visa. Otherwise that European country, the asylum seekers gets in touch with first, is responsible for the asylum procedure (Garcés-Mascareñas, 2015). Therefore, some Member States face high numbers of asylum seekers at the external borders in comparison to other Member States without bordering third countries (Guercio, 2019).

The implementation of Dublin III-Regulation aims to protect asylum seekers and increase the efficiency of the asylum system. The reform still does not set the goal of a fair distribution of asylum seekers, which is recognized as weakness of that regulation (European Commission, n.d.).

Guercio (2019) criticises the framework of European asylum policies. Union citizens have the legal right of free movement and residence in the European Union, in contrast to third-country nationals. The reception system and the asylum policies, especially the Schengen Borders Code I and the Dublin III Regulation 2, are restrictive, aiming to prevent arrivals of third-country nationals in the European Union (Guercio, 2019). Following, the “EU is treating recent immigration as an ‘emergency’.” (Guercio, 2019, p. 19)

MAASTRICHT TREATY

- 11992M/TXT – 1993; still in force

The Maastricht Treaty, also called the Treaty on European Union, enacted and signed in 1992 by the Council of the European Communities and the Commission of the European Communities. This treaty established the European Union and the common foreign and security policy. Cooperation in the fields of justice and home affairs were foreseen, where a common asylum policy is defined as area of interest (Council of the European Communities & Commission of the European Communities, 1992).

Even if the Maastricht Treaty is commonly known as basis of the economic and monetary union, migration is part of the framework. Asylum, immigration and a common external border control are defined matters of joint interest and build priority areas (Tomei, 1999).

TREATY OF AMSTERDAM

- 1997D/TXT – 1999; still in force

The 1997 signed Treaty of Amsterdam aims to prepare the EU institutions for accession of further European countries to the European Union (European Union, n.d.). In the Treaty of Amsterdam, the Member States transferred competencies of asylum policy to the European Union, considering a transitional period of five years. Criteria on the responsibility of asylum applications and minimum standards for reception, status and procedures of asylum seekers should be elaborated. As an output followed the Common European Asylum System (European Union, 2018).

COMMUNICATION FROM THE COMMISSION ON A COMMUNITY IMMIGRATION POLICY

- COM(2000)757 final

Immigration and its impact on social, economic, legal and cultural areas of life should become a framework instead of a set of measures, to meet all the impacts. Hence, the European Union wanted to face the increasing number of illegal immigration and of TCNs, entering the European Union. Immigration should be regulated, in order to improve the positive effects immigration can have for the European Union, the migrants and their countries of origin (Commission of the European Communities, 2000). *“[The policy] concern not only the conditions for the admission and residence of third country nationals for employment and other reasons, but also standards and procedures for the issue of long-term visas and residence permits, the definition of a set of uniform rights for third country nationals and the criteria and conditions under which third country nationals might be allowed to settle and work in any Member State [...] together with the Charter of Fundamental Rights.”* (Commission of the European Communities, 2000, p. 4) Additionally, measures to meet migration flows were set.

Key aspects of the Communication are (United Nations High Commissioner for Refugees, 2001):

- management of migration flows and partnership with countries of origin,
- immigration policy with the promotion of a pluralistic society and with consideration of all types of migration,
- measures to fight irregular immigration,

- promote economic migrants in account with the needs of labour markets.

UNHCR suggests the European Union to accept its status as a place of migrant's arrival connected with a multi-cultural society and to agree to take migration as a positive power for development. A comprehensive framework, as it is aimed, must meet all aspects of migration, facing the specifics of asylum seekers and refugees in contrast to economic migrants. Human rights and humanitarian aspects shall be met. According to UNHCR, addressing migration pressure, managing and monitoring migration (labour migration in contrast to irregular migration) and effective integration policy shall be included in a comprehensive framework of "community immigration policy" (United Nations High Commissioner for Refugees, 2001).

COMMUNICATION FROM THE COMMISSION - FIRST ANNUAL REPORT ON MIGRATION AND INTEGRATION

- COM(2004) 508 final

In the Thessaloniki European Council in 2003, the Commission decided to report annually on the development of a common immigration strategy with analysis of migration and integration in Europe. Hence, the first annual report on migration and integration was presented in 2004 reflecting the migration trends and the reactions at national and European level, in order to "review the development of the common immigration policy" (European Commission, 2004, p. 3).

The report focused mainly on the economic needs of the labour markets in the European Union. Hence, it was suggested to establish processes to register the potential of migrants and the importance of specific skilled third country nationals for the economic development. The trends in the national policies on integration of TCNs presented a lack of access to employment and to affordable housing, the focus on language and orientation courses and the need of participation in political decision-making processes as well as the fight against discrimination (European Commission, 2004).

Joppke (2006) defines the priority of access to employment as "symptomatic [...] in Europe's contemporary immigrant integration policies" (Joppke, 2006, p. 24). Even if Joppke appreciates the link of access to labour market and social inclusion, the social inclusion of migrants as a comprehensive aim for the society is missing (Joppke, 2006).

Immigration is described as important for the economic and social development of the European Union, but the focus is on their positive impact on the European Union's economy. Nevertheless, migrants had been invited to participate in the development of a common integration policy and networks shall be built. A common legal framework was aimed, but the European Union was just able to release directives (European Commission, 2004).

HAGUE PROGRAMME

- 2005/C 53/01

The Hague Programme sets ten priorities in the field of freedom, security and justice for the years 2004 to 2009. The need for security in the European Union is linked to the terrorist attacks of September 2001 in New York and of March 2004 in Madrid. Respecting freedom and fundamental rights, illegal migration, human trafficking, terrorism and organized crime should have been achieved. Even if fighting terrorism was the intention of the Hague Programme, some priorities were important for the development of migration and integration policies (Council, 2005).

The ten priorities in the Hague Programme to strength freedom, security and justice are:

- “Fundamental rights and citizenship,
- fight against terrorism,
- common asylum area,
- migration management,
- integration,
- internal borders, external borders and visa,
- privacy and security in sharing of information,
- organized crime,
- civil and criminal justice,
- sharing responsibility and solidarity” (European Commission, 2005b)

Joanne van Selm (2005) summarizes that the aims of the Hague Programme were ambitious, especially concerning immigration and integration belongings. Immigration and integration were under the control of the Member States and remain there after the Hague Programme. The aim of a common asylum area was not clearly defined, hard to rank, hence. Consequently, a

common European immigration and asylum policy will not be achieved in the years of implementation after the Hague Programme (Selm, 2005). Elizabeth Collett (2008) commented on the EU immigration pact, including Hague and Stockholm Programme: “It looks at immigration policies through the prism of ‘control first’, making this more explicit than in the past. Of the five areas identified for action, just one concerns promoting access to the EU, and even this refers to preventing illegal and undesirable migration.” (Collett, 2008, p. 2)

COMMON FRAMEWORK FOR THE INTEGRATION OF NON-EU NATIONALS

- COM(2005) 389 final

This communication was defined as first step towards “a coherent European framework for integration” (European Commission, 2005c) and implemented measures and basic principles. Taking the European Union’s definition of integration as dynamic, two-way process, the first basic principles aimed to increase the acceptance and adjustment of diversity in the host societies and the cooperation with neighbours and the media. Another principle emphasized an intercultural and interreligious dialogue. In the following four principles, migrants were requested to respect basic European Union’s values, to integrate in the labour market, to learn the language and to attend civic orientation courses. At the same time, receiving countries were asked to implement the corresponding structures: provide access to the labour market and to the educational system, organize language and introduction courses and provide access to goods and services. Last but not least, the receiving countries should increase the possibilities of migrants to participate in civic, cultural and political issues. Generally, the gender perspective and the special needs of children and young people should be considered in the implementation process (European Commission, 2005c).

The implementation of those common basic principles in the Member States provided some positive effects of the integration of migrants. In general, the society and their institutions orientated towards diversity. The economic, social, political and cultural development due to immigration was described as an advantage for the Member States and the European Union. The aim, to encourage the private and public sector and the civil society, enabled the two-way process of integration. Actions in different fields of integration, for example labour market, education, participation, were required. Especially, the importance of participation in political

processes were highlighted. The European Union offered proposals for integration policies. In contrast, some deficits of the framework were the lack of definition of the target groups and the clarification of terminology, the ignorance of undocumented migrants, the absence of cooperation with sending countries, missing funding possibilities, and the integration of the civic society to the implementation process of integration policies (Jones & Pineda Polo, 2005).

EUROPEAN COMMISSION'S PACKAGES OF MEASURES TO RESPOND TO THE REFUGEE CRISIS

As a reaction to the strong refugee immigration in 2015, the European Commission released some measures to meet the high numbers of asylum seekers crossing borders to the European Union. According to the European Commission, the solidarity and responsibility had to be activated within the Member States of the European Union. Lives should be saved and protected. Additionally, people, who were not recognized as having a right to asylum, had to be identified and returned to their countries of origin, quickly. Due to the high number of refugees waiting at the European external borders for crossing, the emergency response mechanism of the Treaty on the Functioning of the European Union was activated to relocate 40,000 refugees, to relieve Greece and Italy (European Commission, 2015a). In September, the Commission decided to relocate again 120,000 people from Italy, Greece and Hungary according to a mandatory distribution key as answer to the illegal border crossings in the Mediterranean and the Western Balkan route. The structured solidarity mechanism of relocation was also implemented for future emergency situation (European Commission, 2015b). The target group comprised people “in clear need of international protection, [...] from nationalities with an EU-wide average recognition rate of 75% or higher” (European Commission, 2015b, p. 2). Additionally, 20,000 people of this target group should be resettled from outside Europe.

To fight illegal migration, an EU Action Plan on migrant smuggling should be elaborated and the fingerprinting system was extended (European Commission, 2015a). Additionally, a common list of safe countries of origins was released in September 2015. Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro, Serbia and Turkey were listed with the option to extend the list in the future. Together with a return handbook and an EU Action Plan on Return, the return policy should become more efficient (European Commission, 2015b).

In order to face the crisis' origin, diplomatic initiatives and political solutions were supported and the neighbour countries of Syria hosting a high number of Syrian refugees were supported financially. To face the conflicts in Africa, a € 1.8 billion emergency trust fund was released (European Commission, 2015b). Additionally, the EU blue card should be improved (European Commission, 2015a).

Nevertheless, the visa policies of the European Union are extremely restrictive. Citizens from more than hundred countries need a visa as an allowance to enter the European Union. Hence, a small number of refugees are able to enter the European Union legally. But the illegal ways of entering the European Union become rare, due to the fact of more frontier-defence and prosecution of human trafficking. Hofmann gives cause for serious concern, that the prosecution of human trafficking is prosecution of refugee in fact (Hofmann, 2017). *“The European Commission published a recommendation outlining measures for making returns more effective and substantially increasing the rates of return though applying the EU’s legal norms, especially the Return Directive. At the EU level, too, policy approaches pertain to the fields of creating disincentives to come and stay, as well as to eliminate barriers to the removal of rejected asylum seekers [...]”*(Ataç & Schütze, 2020, p. 131)

COMMUNICATION FROM THE COMMISSION – A EUROPEAN AGENDA ON MIGRATION

- COM(2015) 240 final

The European Agenda on Migration was on the one hand a response to the refugee crisis and on the other hand a schedule for future tasks. Migration and its complexity bases on different reasons for migration, as various as people are and has different impact on the European society. Hence, the European societies have to deal with the several types of migration and the corresponding impact in different way. The European Union wants to be a safe spot for refugees and EU citizens and an attractive market for research, entrepreneurship and work. In order to create a common European migration policy, the European Union addressed Member States, EU institutions, international organizations and regional authorities, the civil society and partner countries (European Commission, 2015c).

As a response to the refugee crisis and especially to the loss of lives in front of the European

coast, the European Union stepped forward for immediate action. Lives in the Mediterranean had to be saved. Hence, the European Border and Coast Guard Agency (Frontex¹) assisted rescue operations. Human smuggling networks were combat with common operations. Smuggler boats in the Mediterranean should be destroyed. Due to the high number of refugees, a temporary distribution key was installed. In the future, a balanced relocation of persons in need of protection should be developed. Additionally, vulnerable people in need of protection should be resettled to the European Union. Member States were requested to provide legal ways to enter their countries for persecuted, vulnerable groups. In order to avoid a high number of people on illegal and dangerous journeys to Europe, partnerships with third countries were initiated. They were supported in dealing with refugees, locally, and in providing information about their chances of granted asylum in the European Union. An emergency fund and Frontex should at least support the Member States in the reception, the asylum procedure and the return of new incoming migrants (European Commission, 2015c).

The refugee crisis “has also revealed much about the structural limitations of EU migration policy” (European Commission, 2015c, p. 6). Hence, the European migration policy has to secure external borders, fight irregular migration, prepare a common asylum policy and create legal ways to enter Europe. In order to prevent illegal migration, partnerships with third countries (e.g. Turkey), countries of origin and transit have to be built. Such cooperation is an important factor in fighting smugglers and human traffickers and in returning migrants, who are rejected from asylum. A pilot project with Pakistan and Bangladesh already exists, but the European Union’s common return system is not effective enough, yet. The common asylum policy has to be implemented by the Member States, to work on standards of reception, asylum procedures and decisions. Additionally, the Dublin Regulations will be evaluated, due to the lack of efficiency. The Blue Card Directive, a legal way to enter the European Union, is planned to be reformed, too. Furthermore, the European Union’s labour markets are in the need of high skilled people. Therefore, the visa policy shall be extended to attract talented people and to achieve a positive impact on the economy. Even if the Member States are responsible for integration, the European Union provides funding to support measures for integration (European Commission, 2015c). To

¹ See, <https://frontex.europa.eu/>.

sum up, the European migration policy shall include “the completion of the Common European Asylum System, [...] a shared management of the European border, [...] a new model of legal migration” (European Commission, 2015c, p. 17).

The management of the refugee crisis failed due to the lack of solidarity between the Member States. The focus was on fighting illegal migration, instead of protection of vulnerable people. Even if main migration routes are closed, people remain in refugee camps at European borders under precarious living conditions. The relocation and resettlement program of the European Union is not met by many Member States. Hence, the burden lies on some arrival countries, transit countries and host countries. Outside Europe, in many countries exist overcrowded refugee camps for a high number of refugees without perspective. This situation is a medium for radicalization (Willermain, 2016). *“To be ready to cope with potentially catastrophic scenarios, all EU Member States need to chip in to develop a common, holistic approach to migration, but especially to at last implement EU tools and policies that already exist.”*(Willermain, 2016, p. 140)

COMMUNICATION FROM THE COMMISSION – ACTION PLAN ON INTEGRATION AND INCLUSION

- COM(2020) 758 final

The European Commission designed an Action Plan on Integration and Inclusion for the years 2021-2027. It addresses migrants, who have the right to stay and aims to give migrants equal opportunities. According to the Action Plan migrants are requested to respect European values, like democracy, law, freedom of speech and religion as well as non-discrimination. The definition of integration laid down in the Action Plan sees integration as a “two-way process whereby migrants and EU citizens with migrant background are offered help to integrate and they in turn make an active effort to become integrated” (European Commission, 2020a, p. 2). The key principles are “inclusion for all”, “targeted support where needed”, “mainstreaming gender and anti-discrimination priorities”, “support at all stages of the integration process”, “maximising EU added value through multi-stakeholder partnerships” (European Commission, 2020a), underlining the importance of multilevel governance. Support at all stages means to offer pre-departure measures in the countries of origin, like language and orientation training.

Concerning the integration of migrants, the European Commission describes different sectoral

areas, like education and training, employment and skills, health, housing, and the achievements in those areas in their Action Plan. The achievements support migrants to meet the requirements of the two-way process of integration. Focus is on language training, participation in the labour market (especially for women), equal access to health care services and housing (European Commission, 2020a). Migrant women face various forms of discrimination, because of gender, race, ethnicity, religion, residence title and so on. The new Action Plan considers the intersectional aspects and aims specific measures for women in the areas of health, equal participation and labour market access (Eurodiaconia, 2020).

According to the multilevel governance aspect, partnerships with all governance levels, with stakeholders, with social and economic partners and with rural regions shall be built. Migrants shall participate in decision-making processes at all governance levels (European Commission, 2020a). The new Action Plan on Integration and Inclusion considers the need for cooperation of key players and focuses on bottom-up processes of integration in the societies. To support the social inclusion and interaction of migrants and receiving societies, the European Union increases the cooperation of stakeholders and the exchange of measures and good practices in the Member States (Calchi Novati, 2021)

“Although assumptions of migration policy appear to be a subject to shared competencies between the EU and its member-states, the last are responsible for integration policy. The evidence shows that even though Member States develop the legal and policy frameworks to improve integration, their implementation in practice often deviates significantly from primary assumptions. The released Action Plan presents then a guideline and detailed recommendations for various stakeholders as national governments, regional and local authorities and civil society, aimed at improving integration and inclusion strategies.” (Homel, n.d.)

COMMUNICATION FROM THE COMMISSION – NEW PACT ON MIGRATION AND ASYLUM

- COM(2020)609 final

The New Pact on Migration and Asylum highlights the need of shared responsibility of all Member States and the importance of partnerships with key third countries of origin and transit, in order to increase the effectiveness of EU policies. Effectiveness and efficiency seem to be

prioritized. Asylum and return are linked to increase flexibility and effectiveness at the borders (European Commission, 2020b). *“The proposal will effectively result in two standards of asylum procedures, largely determined by the country of origin of the individual concerned. This undermines the individual right to asylum and will mean that more people are subject to a second-rate procedure.”* (Human Rights Watch, 2020) Asylum application at the borders have to be considered, but do not implicate the right to enter the European Union. Rejections activate the return procedure. “The Asylum Procedures Regulation would also establish an accessible, effective and timely decision-making process, based on simpler, clearer and shorter procedures, adequate procedural safeguards for asylum seekers, and tools to prevent restrictions being circumvented. A greater degree of harmonisation of the safe country of origin and safe third country concepts through EU lists, identifying countries such as those in the Western Balkans, will be particularly important in the continued negotiations, building on earlier inter-institutional discussions.” (European Commission, 2020b, 5) Unaccompanied minors and families with children under the age of twelve shall be exempted from this border procedure. In addition to that more effective border procedure, the focus is on reinforcing the fight against migrant smuggling. The development of legal pathways to Europe is about labour mobility, called “talent partnership”. The European Union is interested in attracting talented people with specific skills (European Commission, 2020b, p. 5). Legal pathways to Europe for people in need of protection are not mentioned, as Caritas Europa criticizes. Partnerships with thirds countries may increase regular migration possibilities (Caritas Europa, 2020).

The New Pact on Asylum and Migration plans to replace the criticised Dublin Regulations. Instead, a solidarity mechanism shall be implemented, to share the responsibility with all Member States ensured by a distribution key (European Commission, 2020b). Human Rights Watch (2020) misses an in-depth reform of the Dublin Regulations, due to fact of linking solidarity with a high number of migrants arriving.

The New Pact on Migration and Asylum is a communication paper instead of a programme and aims solidarity of the Member States, but this solidarity as a choice between relocation and return of people as De Bruycker (2020) criticises.

CONCLUSIONS ABOUT THE DEVELOPMENT OF MIGRATION AND INTEGRATION POLICIES IN THE EUROPEAN UNION

The start of a common interest on migration and asylum was made with the Treaty of Maastricht and the establishment of the European Union in 1992. As base for a common migration policy can the Treaty of Amsterdam be seen. The European asylum policies are criticized, because of the lack of legal ways for third country nationals to enter the European Union and the distribution criteria of the Dublin Regulations. The European Union releases common standards and procedures of asylum. On contrary, the Member States are responsible for labour immigration and integration policies (Demokratiezentrum Wien, 2020).

The European Union aims to harmonize asylum applications, procedures, reception and rights of asylum since the early 2000s. Regardless, differences still exist between the Member States, especially concerning the share of responsibility and the legal ways to enter the European Union and its Member States. Above all, the refugee crisis of 2015/16 led to conflicts on these topics between the Member States. The number of refugees seeking for asylum in the European Union was quite different. While Germany, Italy, France and Sweden had to face a high number of asylum applications, other countries were less affected. Due to the loss of lives in the Mediterranean, the European Union decided to relocate refugees from Italy, Greece and Hungary to other European countries. Until the end of 2018, 34,700 out of 160,000 contracted relocations are completed. Some Member States refused to take asylum seekers and hence infringe upon an EU right (Engler, 2018).

To sum up, even if an important development of common migration policies has been achieved since the establishment of the European Union in 1993, migration, asylum and integration remain topics of conflict and discussion. The Member States remain responsible for many aspects and often exacerbate common solutions at European Union level.

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2.2. AUSTRIA

Authors: Thomas Dax, Marika Gruber & Ingrid Machold; with contributions from Lisa Bauchinger and Kathrin Zupan

2.2.1 NATIONAL LEVEL

2.2.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Immigration in Austria is based on labour market policies since the end of the Second World War. In the 1960s and 1970s, Austria concluded so-called "guest worker" agreements (Anwerbeabkommen). These were the legal framework for the recruitment of foreign workers. Not all recruitment agreements were equally successful. The first recruitment agreement, concluded with Spain in 1962, had little effect. The labour migration agreements with Turkey (1964) and Yugoslavia (1966) were more successful and led to a significant increase in immigration numbers (Demokratiezentrum Wien, 2021). The mainly from Yugoslavia and Turkey recruited guest workers were accepted as temporary workers (Biffel & Faustmann, 2013). In this phase of labour recruitment, mainly young men of working age were recruited to meet the labour demand in the post-war industry. Contrary to what was planned, the short-term and rotating recruitment of workers who were assumed to return to their countries of origin after a short-term work stay, developed into a permanently settled resident population from the mid-1970s onwards, as workers brought by and by their families to Austria. A comparison of the census data from 1981 and 1991 shows a clear dominance of foreign citizens from the main guest worker countries mentioned above. Data also show an expansion of the migrants' areas of origin, especially from Eastern and Central European countries and, since Austria's accession to the EU (1995), also from Western European countries (Hintermann, 2000).

In the 1990s, due to the immigration after the fall of the Iron Curtain and the war in Ex-Yugoslavia, immigration increased and the policies changed from guest worker policies to restrictive immigration policies. After the accession to the European Union in 1995, legal immigration was linked with qualifications. Nowadays, possibilities of legal immigration and citizenship approval are limited in Austria (Biffel & Faustmann, 2013).

Since the 1990s and mainly since 2010, when integration issues became a more institutional matter in Austria as the implementation of the National Action Plan of Integration (Nationaler Aktionsplan für Integration – NAP.I) led to an establishment of a structured cooperation of all government players and stakeholders in the field of integration at different levels. Integration indicators were developed to analyze the integration process on an ongoing basis. Since 2011, proposals for the optimization of integration measures have been presented in the continuously updated NAP.I. With the introduction of the NAP.I (2010) also an expert council on integration (Expertenrat für Integration) was established (Bundeskanzleramt Österreich, 2021; Gruber & Rosenberger, 2015). With the establishment of the State Secretary for Integration, it was possible to bundle the decade-long “fragmented ministerial multiple or non-responsibility” of integration issues. After a government reshuffle in April 2011, the State Secretary for Integration was implemented at the Federal Ministry of the Interior (BM.I) (Gruber & Rosenberger, 2015).

The increase in numbers of asylum seekers in 2015 triggered a wave of support for establishing „welcoming communities“ at the beginning. But this attitude receded very soon and a more hostile discourse towards accepting migrants was promoted by policy actors and media, which led to border closures, construction of border fences and the asylum law was tightened to reduce the number of asylum seekers. Gruber (2017) summarizes, that the so-called refugee crisis is instead a “refugee policy crisis” and a “crisis of solidarity” (Gruber, 2017). Nevertheless, efforts of integrative and inclusive actions have still been pursued on a local and regional level. The analysis of recent strategy papers, programs, laws, regulations and directives with regard to social (WP3) and economic impacts (WP4), on which the current paper is based as well as the attached taxonomy, reflect this shift. *“The main political aim of these measures was to demonstrate the restoration of control over migration and borders, deter future asylum seekers by making it more difficult to apply for asylum, and disincentives [sic!] the stay of refugees living in the country by making living conditions tough and unpleasant”* (Ataç & Schütze, 2020, p. 131).

2.2.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

In general, the Federal Government is responsible for important migration and integration related policy provisions in Austria. The Federal Government has sole legislative power i.e. for the following areas:

- migration (i.e. visas, entry, settlement and residence, labour and family migration, deportation, asylum, asylum court, Federal Agency for Care and Support Services, Security Police, Aliens Police),
- citizenship (award and revocation),
- integration [e.g. the integration law (IntG²) is defining the responsibilities of TCNs), the integration year act (IJG³) should enable persons entitled to asylum, beneficiaries of subsidiary protection and asylum seekers who are very likely to be granted international protection, to participate in society and to become economically independent by means of measures that accelerate the acquisition of language skills and improve the chances of sustainable integration into the labour market, and the Federal Act on the promotion of voluntary engagement (FreiwG⁴) regulates e.g. the voluntary integration year for persons granted asylum and subsidiary protection (§27b), which is handled by the Austria labour market agency like a work training course (§27d para. 2), ban on face covering (AGesVG⁵; primarily directed at Muslim women),
- employment (employment of foreign nationals, quotas for seasonal labour migrants),
- education (e.g. recognition and valuation of foreign educational attainments, compulsory language trainings as regulated in the integration act (IntG).

The complexity of the migration- and integration-related issues already reveals the institutional interconnectedness. Various ministries (including the Ministry of Integration, Ministry of the Interior, Ministry of Labour, Federal Ministry of Social Affairs, Health, Care and Consumer

² BGBl. I Nr. 68/2017.

³ BGBl. I Nr. 75/2017.

⁴ BGBl. I Nr. 17/2012.

⁵ BGBl. I Nr. 68/2017.

Protections, Ministry of Education) and outsourced institutions such as the Austrian Integration Fund (ÖIF) or the Labour Market Agency (AMS) are responsible.

Currently, a centralization of important migration and integration related issues can be observed. Accommodation and care provisions for asylum seekers as well as language and orientation courses for all third-country national newcomers have long been provided at a regional and local level, often through low-threshold activities. With legal changes in 2017 (integration act; IntG) and 2020 (establishment of Federal Agency for Care and Support Agency; BBU-G⁶) the regional and local level with their variety of NGOs and initiatives lose their justification to act in this regard. This impacts particularly on rural communities, where in many cases asylum seekers' care and reception involved local volunteers.

A more detailed description of competencies at the federal level can be found in the policy taxonomy in the appendix.

2.2.1.3 MAIN POLICIES

The one central main policy has become the **Integration Act (IntG)**, enacted in 2017. This law regulates the conditions for the integration of persons entitled to asylum, subsidiary protection and legally settled TCNs, in the areas of language and orientation. The integration act obliges the target group to attend and participate in German language and “values and orientation” classes. These courses must be passed with an examination (§11 IntG). A non-attendance is sanctioned. If a person who is obliged to fulfil Module 1 of the Integration Agreement (§ 9 IntG; the agreement has to be signed by the migrant mandatorily) fails to provide the proof two years after the residence title has been issued, he or she commits an administrative offence and has to pay a fine of up to 500 Euros or serve a prison sentence of up to two weeks in case of uncollectibility (§23 para. 1 IntG). Moreover, the further legal residence in Austria is also connected with the fulfilment of Module 1 of the Integration Agreement.

⁶ BGBl. I Nr. 53/2019.

But, there would be no need for an integration act if immigration did not take place. Hence, also the immigration regulations are important policies. **Immigration regulations** have been repeatedly tightened over the years. The Aliens Amendment Act (FräG 2018⁷) amended thirteen laws, including the Settlement and Residence Act (NAG)⁸, the Aliens Police Act (FPG⁹), the Asylum Act (AsylG¹⁰), the Basic Provision Act (GVG-B 2005¹¹) and the Citizenship Act (StbG 1985¹²). The FräG 2018 was intended to implement foreign law measures laid down by the Federal Government in the Austrian Government Programme 2017-2022. Concretely, the purpose of the law was i.e. to extend the possibility of implementing a fast-track procedure for withdrawing the status of asylum seekers in the event of voluntary recourse to protection in their country of origin or acquisition of lost nationality. The FräG 2018 aimed to increase efficiency in asylum and foreign law proceedings, to strengthen the EU's role in global talent competition as an attractive location for science and innovation and as a centre of excellence for study and professional development and to prevent the misuse of the "student" residence permit. The law authorized i.e. to analyze data carriers (in particular mobile phones) carried by the asylum seekers, rules on the shortening of time limits for appeal in certain cases, to issue an order to take up accommodation in a federal care facility for asylum seekers, to introduce an obligation for asylum seekers to pay contributions to cover part of the costs incurred by the Federal Government in providing basic care services and the creation of a system for securing cash carried by asylum seekers (Republik Österreich, 2018).

The analysis of the Asylum Act (AsylG), which is also important in light of the immigration regulations and the Integration Act, would give content for a further study. In general, it is criticized that Austrian immigration law is often reformed and is therefore very complicated and difficult to understand, even for experts (Demokratiezentrum Wien, 2020a). In response to the

⁷ BGBl. I Nr. 56/2018.

⁸ BGBl. I Nr. 100/2005; last revision: BGBl. I Nr. 24/2020.

⁹ BGBl. I Nr. 100/2005; last revision: BGBl. I Nr. 27/2020.

¹⁰ BGBl. I Nr. 100/2005; last revision BGBl. I Nr. 69/2020.

¹¹ BGBl. Nr. 405/1991; last revision BGBl. I Nr. 53/2019

¹² BGBl. Nr. 311/1985; last revision BGBl. I Nr. 24/2020.

high level of asylum immigration in 2014, 2015 and 2016, the Asylum Act was further tightened in 2016. From then on, a foreigner who is granted asylum status will be granted a temporary residence permit. This is valid for three years and is extended for an indefinite period if the conditions for initiating proceedings to withdraw the status of asylum seeker are not met (§3 par. 4 AsylG). Once a year, an ex officio examination is carried out to determine the extent to which there has been a significant and lasting change in the political situation or in the circumstances which give rise to the threat of persecution in those countries of origin which have been particularly relevant in terms of the number of asylum applications in the last five calendar years met (§3 par. 4a AsylG 2005). If the evaluation shows that a significant political change has occurred in the country of origin and that there are no longer grounds for fear of persecution, a procedure to withdraw the right to asylum is initiated (§7 par. 2a AsylG). With this amendment to the law, it was also introduced that after being granted asylum, the person entitled to asylum has to immediately report to an integration centre of the Austrian Integration Fund for the purpose of promoting his/her integration process (§67 par. 1 AsylG). In the course of disqualification procedures, the level of participation in language courses and courses on Austria's democratic order may be included in the assessment of the degree of integration in the context of private and family life (according to Art. 8 European Convention on Human Rights) (§67 par. 2 Asylgesetz 2005). The amendment also stipulates that family members of beneficiaries of subsidiary protection may apply for entry at the earliest three years after being granted subsidiary protection (§35 par. 2 AsylG).

2.2.1.4 FOCUS AND PERCEPTION

The general discussion of media and politics have shifted from appreciating the beneficial contributions of TNCs migrants to Austria's economy, society and culture, towards focusing on „threats“, „competition“ and „displacement“ allegedly triggered by migrants. In this ambiance, regulations and directives increasingly focus on restrictive interpretations where laws are amended and repealed previously possible innovative „integration“ action. While social life at local level more and more is characterized by the high share of migrants, policy seeks to ban further immigration and asylum seekers from entering into Austria and to return an increasing share of already present asylum seekers to home countries or other destinations. Interestingly, relevance of TCNs has increased throughout the country, in particular encompassing also

remote, rural areas, depicting social changes in society which are hardly acknowledged by media and neglected by discourses of local population. The spirit of legal decision making is hence hardly geared by efforts to improve coexistence of diverse groups of population, but seeking to reduce and discontinue in-migration and arrivals of asylum seekers.

Evoking pictures of „closing the Balkan-route“ for immigrants and deploying migrants as „menace to the security of employment prospects“ for local people earlier attempts for appreciating diversity, raising options for integrating TCNs into the mainstream population or even thriving for their participation and inclusion have been frozen or even reverted. Concepts behind this polity posture might be seen in a restrictive perception of acculturation needs, primarily enhancing views of assimilation and one-sided integration demands towards TCNs. Quite often, migrants are labelled as „weakly integrating“ people whose implicit primary failure is lack of the „enculturation“ process (Weinreich, 2009). Expectations of swift adoption of „national“ values, integration into national mindsets and local cultures and assimilation to (an undefined) native society often cannot be met and favour disappointment with regard to successful acceptance in the new environment and thus might lead to increased segregation and even marginalisation (s). Limited options and stalemate of social life due to COVID-19 restrictions could have particular severe effects on new arrivals, but in general on all TCNs living conditions. The assumptions for legal adjustments thus don't enhance multicultural approaches or pluralism, and are hardly supportive of inclusionary aspects and participation. It is rather to be observed that, if migrants „have to be accepted“ they should give up divergent cultural traits, and converge towards a common society, i.e. a development of the „original“ society. We can speak therefore rather of the vision of a „melting pot“.

Legal regulations that back this view can be found in various regulations demanding adaptation of migrants, e.g. through swift acquisition of German language, through the exigence of achieving a sufficient level of German, the obligation to participate in „values and orientation courses“ and to „proof“ adoption of those values, through the prescription to sign an „Integration Agreement“ and further mandatory training and skills acquisition as condition to approve legal status of asylum seekers. Further important elements of restrictive perspectives are the expanded (and euphemistically labelled) „return counselling and assistance“ system, and the limited time for granting initial asylum status, as well as further difficulties in conceding

„citizenship“ status. The official narrative of “integration by performance” characterized by “promoting (migrants) and demanding (integration)” seems to shift more likely towards the notion of “demanding and controlling” (Rosenberger & Gruber, 2020, p. 169).

Over recent years, immigration regulations have been tightened, asylum procedure speeded up and focused on being presented deliberately as a deterrent, „integration“ projects were either reduced or curtailed, and social welfare measures were presented as a an „unwarranted support measure“ which should be limited as far as possible. As can be read here, discourse sometimes is worse than policy regulations (so far) which either enhances significantly the threatening potential for further restrictions or reduces „welcoming“ approaches.

A series of laws and regulations has important impact on integration of TCNs. As outlined above, the narrative “integration by performance” is hardly any more supportive. Even if laws are oriented at „integration“ objectives, these should be realized according to the underlying logic by mandatory achievements of migrants, and adaptation tasks are placed unilaterally on migrants. Features of a Mid-level theory whereby contributions of both sides would be reflected are hardly visible. Of the „core domains of integration“ (Ager & Strang, 2008) the primary „markers and means“, i.e. employment, housing, education, and health, are addressed most explicitly in Austria’s legal framework. There is also some consideration on the „facilitators“, in particular language and cultural knowledge, as well as on aspects of rights and citizenship attribution for migrants. However, the crucial aspect of „social connection“ is less prominent. It seems that this is left to either project engagement or local and regional frameworks that take a particular interest in nudging social capital enhancement, inclusion and the consequences for local social life through re-constructing processes of society at that scale. It seems the detrimental neglect of „social embedding“ is hardly assessed (Wessendorf & Phillimore, 2019). However, some positive examples have been selected for the policy report revealing the scope for action, e.g. through offering the option of the Voluntary Integration Year, the Intercultural teams, and other inclusionary projects.

It is important to highlight the specific context of rural places as these provide specific aspects and are highly diverse due to local variation. This diversity is particularly relevant for social life and inclusion pathways, and for example led to respective activities in the LEADER/CLLD

programs since then (Machold and Dax, 2014).

With regard to the “integration” objective we have to refer to “strong negative psychological effects of the temporary nature of the protection title and the possible reopening of the asylum procedure, which puts a lot of stress on people and thus also hinders them in the integration process” (see also, MATILDE Deliverable 3.1 and 4.1 - Country-based policy briefings on migration-related social and economic policies). Moreover, the focus on “successful and fast language learning” and “skills improvement” puts the blame on individual performance of migrants, almost exclusively asking “assimilation”-like efforts from them (Hersi, 2014). In addition, the threat of “sanctions” for not integrating according to the plan or deviating from the “Integration Agreement” increases pressure and not social exchange and acceptance. Again, consequences from COVID-19 restrictions might aggravate the situation and should be reflected in current policy adaptations.

The expert council described in the report of integration 2020 the main aspects of refugee and asylum seeker integration in Austria: language learning, participation in the labour market and knowledge about values in Austria (Expertenrat für Integration, 2020, 37), which actually is a one-way-process of integration. Since 2017, migrants have to fulfil a mandatory “Agreement of Integration”. When they meet the requirements, they receive support. In addition to these restrictions, the wording is negative with focus on the deficits of migrants (Expertenrat für Integration, 2020).

In this difficult situation of renouncing to the main challenges of TCNs and their inclusion into destination communities, the regional and local integration programs established since a decade constitute a useful framework for place-based action. At the level of some Federal States in Austria (e.g. Vorarlberg, Carinthia) a series of programs and initiatives have been active to facilitate TCNs inclusion and participation in common life (including support for asylum seekers starting with their arrival), even if actors involved in implementing those ambitious programs got under pressure by national laws. We still can observe discourse on how to readjust action programs towards supporting more effectively TCNs, continuation of projects and efforts at local levels, and concerns to highlight integration achievements through awards. Such good practice presentation could be exemplary and contribute to altering the predominant narrative.

2.2.2 MATILDE REGIONAL LEVEL

2.2.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Even though the Federal Government is responsible for legislation and implementation in important areas relevant to migration and integration, the federalist characteristic of the power of the Federal States (provinces) becomes clear. In some migration and integration related areas, the Federal States themselves have legislative power; in others, they do not have legislative power, but they do have implementation competence.

Pursuant to Art. 15a of the Federal Constitutional Act (B-VG)¹³, the Federal Government and the Federal States may conclude agreements on matters within their respective spheres of competence (15a-agreements or also: Federation-Federal States agreements) (see also, help.gv.at -Bundesministerium für Digitalisierung und Wirtschaftsstandort, 2021).

Such 15a-agreements between the Federal Government and the Federal States are e.g. the basic supply agreement on joint measures for the temporary provision of basic care for foreigners in need of assistance and protection (asylum seekers, refugees, displaced persons and other persons who cannot be deported for legal or factual reasons)¹⁴ or the agreement on the promotion of educational measures in the field of basic education as well as educational measures to catch up on compulsory school-leaving qualifications for the years 2018 to 2021.

For other areas, however, the Federal States themselves have legislative power, e.g. to formulate some federal regulations in more detail for their sphere of competence. Areas in which the Federal States themselves have legislative power are, e.g.:

- guaranteed minimum income (i.e. Vorarlberger law on guaranteed minimum income¹⁵,

¹³ BGBl. Nr. 1/1930.

¹⁴ BGBl. I Nr. 80/2004.

¹⁵ LGBl. Nr. 64/2010.

Carinthian minimum income law¹⁶),

- equal opportunities (i.e. Carinthian Equal Opportunities Act)¹⁷,
- anti-discrimination (Anti-discrimination law Vorarlberg¹⁸, Carinthian Anti-discrimination Act¹⁹),
- financial housing assistance (i.e. Carinthian Housing Promotion Act²⁰),
- youth welfare (i.e. Carinthian Youth Welfare Act²¹).

A detailed overview of competencies at the Federal State level can be found in the policy taxonomy in the appendix.

2.2.2.2 MAIN POLICIES

As it already becomes clear from the overview of the competences on national level, Federal States do not have core competences in migration affairs in Austria. Furthermore, they do not have direct legislative power in integration affairs, like implementing an integration law, but they can pass laws e.g. to prevent discrimination or to give financial aid to enable people an affordable housing, and, last but not least, they can set up political programmes which are adopted by the Federal State Government and have a self-binding nature, such as integration political programmes have.

Carinthia:

In the MATILDE case study region Carinthia, one main policy became the integration political program “Together in Carinthia” (Amt der Kärntner Landesregierung, 2017), which was adopted by the governing parties at the beginning of 2017. In the coalition agreement for 2013–2018, the social democratic-led Federal State Government decided to develop an integration mission statement that would improve co-existence between the immigrant and local population.

¹⁶ LGBl. Nr. 15/2007.

¹⁷ LGBl. Nr. 8/2010.

¹⁸ LGBl. Nr. 57/2019.

¹⁹ LGBl. Nr. 29/2020.

²⁰ LGBl. Nr. 29/2020.

²¹ LGBl Nr 139/1991.

Carinthia developed their integration political program rather late, i.e. since the first integration political program at Federal State level was developed by Vienna (which is a Federal State and the capital city of Austria at the same time) in 2003, followed by the Federal State of Tyrol in 2006. During the participatory development of the Carinthian integration mission statement, special emphasis was placed on involving the individual (rural) districts and municipalities. The integration mission statement contains political guidelines, principles of coexistence as well as needs and objectives in the individual fields of action: language and education, work, profession and economy, rule of law, equality and co-determination, health and social affairs, intercultural and interreligious dialogue, sport, leisure and public space, housing, neighbourhood and the regional dimension of integration as well as arrival and welcome culture (Gruber, 2017). The Federal State of Carinthia has defined for itself (Amt der Kärntner Landesregierung, 2017, p. 5): "The present integration model 'Together in Carinthia' is the starting point for an ongoing, dynamic process and is addressed to all people living in Carinthia. It is addressed not only to immigrants, but also to the local population - not only to Carinthian public institutions, but also to private sector actors. The motto of the integration model 'Together in Carinthia' is also committed to this holistic approach."

Concrete results of the development process of the integration mission statement (which have also become policies due to their sustainable implementation) include the "integration prize", which is awarded to NGOs, private and public entities annually for outstanding integration initiatives (Amt der Kärntner Landesregierung – Abt. 13, 2021a), as well as the "mini-funding", a financial support for small and low-threshold integration projects in the various, also peripheral regions of Carinthia. Apart from the social integration of immigrants, this funding aims to strengthen the peripheral regions of Carinthia affected by emigration. Hence, this measure should also contribute to increasing the attractiveness of coexistence in rural regions (Amt der Kärntner Landesregierung – Abt. 13, 2021b).

Vorarlberg:

The second Austrian case study region Vorarlberg started rather early to be concerned with integration aspects and support and also bases its integration work on an ambitious integration

mission statement, which was adopted by a consensus of all parties of Vorarlberg state parliament in May 2010 (Land Vorarlberg, 2021a).

It refers to ample background information on the long-term migration development in Vorarlberg, integration and migration policy challenges, understanding of integration and guiding goals as well as strategic fields of action such as language and education, economy and labour market, social affairs and health, housing, neighbourhood, leisure and encounter, culture and religion as well as participation and partnerships (Amt der Vorarlberger Landesregierung, 2010). The implementation of the desired goals should be carried out in partnership as a cross-cutting issue in cooperation with different actors (civil society, institutions, municipalities and the Federal State Vorarlberg). Apart from German and English, the integration mission statement is also available in Turkish and Bosnian-Croatian-Serbian, thus in important languages of the migrants (Land Vorarlberg, 2021a).

In Vorarlberg, "okay.zusammen leben" - project office for immigration and integration plays an important role in the implementation of regional integration policy programmes, the preparation of knowledge bases and the monitoring of activities (Land Vorarlberg, 2021b). The agency "okay.zusammen leben" acts as a province-wide knowledge and competence centre for migration and integration issues in Vorarlberg. It was founded in 2001 as an association and is primarily financed by the Vorarlberger State Government - above all to animate the understanding and discourse of integration challenges and to implement a wide range of projects and measures in the region (okay.zusammen leben, 2020).

The approach of elaborating official "integration mission statements" was adopted also at the municipality level and after the first municipal integration mission statement had been approved by the municipality of Dornbirn in 2002, altogether 10 municipalities have adopted such local documents (until 2011). The on-going discussion on integration issues and commitment is visible through several updates of these documents, and also increasing concern to address action at the right scale. In 2010 one regional integration mission statement was issued for the Leiblachtal, indicating that many issues have to deal with in cooperation of municipalities.

An integration prize is also awarded in Vorarlberg, for the first time in 2011, one year after the integration mission statement was adopted. In Vorarlberg, projects that make a beneficial contribution to co-existence in community life and integration have a chance to be honoured with the Integration Award. The aim of this award is to make showcase projects visible to the general public and to encourage replication. Committed integration actors are to be brought before the curtain with this prize and their initiatives acknowledged (Land Vorarlberg, 2021b).

2.2.2.3 FOCUS AND PERCEPTION

Austria is characterized by particularly high spatial mobility since long, but in public discourse immigration has only recently been approved as a fundamental feature of the post-war demographic development. The high dependency on immigrants and the limited awareness of the underlying changes in society suggested observers to call it a „reluctant immigration country“ (Fassmann & Münz, 1996) already in the 1990s. Analysis in the two Austrian MATILDE case study regions (Vorarlberg and Carinthia) would confirm that accepting the observation of intensive population in-flows as an important factor of societal development in rural and mountain areas is even protracted and resulting opportunities for these regions are only addressed through experts (Gruber 2014; Machold et al. 2013) and local and regional stakeholders and policy actors since about a decade.

Carinthia:

Carinthia has a difficult history with the foreign and the foreigners. On the one hand, this can be observed in the dispute over bilingual place-name signs and the lack of implementation of obligations regulated by the State Treaty for a long time. The State Treaty 1955²² regulates in Art. 7 the rights of the Slovene and Croat minorities in the Austrian Federal States of Carinthia, Styria and Burgenland. The State Treaty obliges these Federal States to offer education in Slovene/Croatian language for their minorities. Moreover, in administrative and judicial districts in which a Slovene/Croatian or mixed population resides, the Slovene/Croatian language is also permitted as an official language and the place names are to be written bilingually in these

²² BGBl. 152/1955.

districts. As the State Treaty does not specify the number of inhabitants, which would make bilingual place names obligatory, a decades-long dispute has developed about this.

In the National Council election campaign in 2006, the former State Governor Jörg Haider propagated that Carinthia should become "monolingual" and had some bilingual place-name signs removed with signs only in German and a small Slovene addition. It was not until 2011 that the question of bilingual place-name signs was resolved in consultation with the representatives of the Slovene minority. The new regulation foresees that bilingual place-name signs have to be installed when at least 17.5% of the population belong to the Slovene minority (ORF Kärnten, 2015).

Further proof of the Carinthia's difficulty in dealing with foreigners is provided by the policy of "Chechen-free Carinthia", which was also called for in 2006 by the former State Governor Jörg Haider after violent attacks by Chechen asylum seekers. As a consequence, Chechen refugees were taken to remote asylum quarters (ORF Kärnten, 2006). Reaching the next village without a vehicle was hardly possible. With the change of State Government to a social democratic-led one, under which the integration political program was developed at the beginning of 2014, the climate towards foreigners and institutions that care for immigrant people, improved. Also after 2015, the integration work is (financially) supported by the Federal State Government and different language and integration promoting programs are offered in cooperation with NGOs and other public and private institutions.

Vorarlberg:

The province of Vorarlberg has a long historical experience on immigration dating back more than a century to early migrants towards the area (e.g. from Italy) due to labour demand for its booming industrial development. While this was hardly acknowledged internally it became evident that an increased demand was again seen in the 1970s and 1980s which led to substantial efforts for recruitment of labour resulting to a significant arrival of Turkish population at that period. That process can be characterized by the usual observations for that type of "guest-workers" indicating a largely dual society. Contrary to assumptions of a swift return of

those workers to their country of origin, most of them remained settled and remained, and family members followed by and by.

Discussion on migration came up again in the 1990s when immigration flows towards Austria increased due to the Balkan wars and spurred the reformulation of Vorarlberg's appreciation of its perception towards new arrivals. In particular, due to labour shortages and demand for skilled industrial workers the province engaged in presenting itself as a "country of opportunities" (see industrial enterprises active under this term in social media and advocating global linkages) and as an attractive place for young migrants (Häfele, 2015). The conviction that an inclusive and engaged participatory approach is required and useful for coping with the specific demands of migrants evolved in that period and instigated the elaboration integration strategies earlier than in other parts of Austria. It was acknowledged that administrative support, an open discussion of social and economic issues of immigration, the active role of communities and voluntary engagement of the private sector would be conducive to an inclusive society. In particular, this local discourse culminated in the assignment of a specific portfolio on Integration Affairs in the government of Vorarlberg in 2009 which was filled in a very empathetic and insightful manner by the Member of Government in the first decade who was personally responsible for many respective initiatives and supportive solutions.

Vorarlberg hence has established a very committed and effective governance framework on integration aspects through various institutional organisations, actors and stakeholders who are still very perceptive on how integration can be nurtured and detailed social, cultural and economic demands can be addressed appropriately. It is particularly visible through the regional consensus that integration activities require a local focus (participation of local communities, see next sub-chapter) *and* regional (top-down) backing policies. The province's mission statement issued about 10 years ago can thus be seen as an important initial document, which is not just an official declaration. Rather, following the evaluation of the integration process (Güngör & Perchinig, 2015) and discussions and continuous support by many institutions involved in "integration" issues that commitment is shared by local actors and stakeholders (see documentation of okay.zusammen leben, 2020).

2.2.3 MATILDE LOCAL LEVEL

2.2.3.1 COMPETENCE AND JURISDICTION FOR INTEGRATION AND INCLUSION

Municipalities do not have legislative power in migration or integration matters. But, they are often responsible for the execution and implementation of integration policy regulations.

There are two ways in which municipalities can become active in integration issues: Either by delegated action (Art. 119 para. 1 B-VG), if the municipality takes care of agendas in accordance with federal laws on behalf of and according to the instructions of the Federal Government or in accordance with Federal State laws on behalf of and according to the instructions of the Federal States (e.g. matters in the registration system or in the school system). On the other hand, Art. 118 para. 2 B-VG is the central connecting factor that allows municipalities to act independently and without instructions with regard to the integration of migrants. According to Art. 118 para. 2 B-VG, municipalities are allowed to "decide on all matters which are in the exclusive or predominant interest of the local community". Such self-governing tasks are, for example, the promotion of sports, culture or funeral services. Since the integration of all community citizens into community life can be described as an "exclusive or predominant interest of the local community" Art. 118 para. 2 B-VG enables municipalities take a formative role (for detailed information see also Gruber, 2010).

2.2.3.2 MAIN POLICIES

Several municipalities in the case study region Vorarlberg have developed municipal integration political programmes. In 2002, the Vorarlberger city of Dornbirn was the first municipality in Austria which developed a municipal integration mission statement (Stadt Dornbirn, 2021). Several municipalities followed that way and developed own integration political programmes (altogether 10 municipalities). Moreover, following the increase of refugees in 2015 the general approval to the distribution of the incoming refugee families towards all municipalities of the province of Vorarlberg should share responsibility for coping with the number of incoming people and raise acceptance of integration policy.

In the case study region Carinthia, only one municipality has developed an integration mission statement so far, the city of Villach in 2011/2012. This political program has been adopted by all

political represented in the Villach's municipal council (Stadt Villach, 2021).

2.2.3.3 FOCUS AND PERCEPTION

Since 2015, the city of Villach places a focus on the integration of refugees mainly from the Arab countries. To support their integration process, they introduced an "integration passport" in 2016. In seven modules (rule of law, democracy and security, women and equality, educational system, harmonious coexistence in Villach, labour market, social system and health, sports, leisure, clubs, customs, culture, festivities), the requirements for living together in Villach are explained and people are given the opportunity to exchange information with specialists. After completing the course modules, participants receive a certificate from the City of Villach. Participation is voluntary (Stadt Villach, 2021b).

In Villach, a second emphasis is placed on working with migrant communities. In addition, the integration office of the city of Villach works closely with NGOs and financially supports their activities.

As mentioned above integration activities in Vorarlberg build strongly on the local level. Municipalities were comparably early active in elaborating documents of "integration mission statements" or devised local action programmes to cope with migration challenges. Those activities were inspiring good practice examples for other municipalities in Austria and taken up in discussions on designing local development programs, e.g. for the LEADER program period 2014-2020 across Austria. More recently, the distribution of refugees towards the municipalities of Vorarlberg at a minimal rate of 1.5% (of the local population) should secure the capability of taking up the amount of incoming refugee families and develop integration capacities of local communities. This local perception translates into present engagement by local mayors demanding humanitarian support through offering accommodation in their municipalities for refugees being trapped in refugee camps in Greece since long time (Fuchs et al., 2021).

Both regions hence exhibit numerous action and personal testimony to encourage active integration strategies through local development support. It seems that concepts of diversity and approaches acknowledges the opportunities of migrants' integration processes are much more common at this level than within national policies.

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2.3. BULGARIA

Author: Evelina Staikova-Mileva

2.3.1 NATIONAL LEVEL

2.3.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Integration in Bulgaria has its peculiarities which could be described as follow:

- *Period of Ignorance and neglection (1989 - 2007)* – almost non-articulation on migration issue, the integration of the immigrants laide in the hands of the migrant itself. Different element of the integration management could be found in separate laws, but the overall impression of it talks for conservative approach. One of the explanations is related with the emigration profile of the country, as well as with the relatively small number of the foreigners.
- *Period of recognition and rapid development of documents (2008 - 2015)* – mainly in the contexts of the EU integration, migration enter into the political agenda and discourse. From almost nothing as a migration management the governments quickly elaborate three national strategies which are characterized by their inconsistency in the management approach – from the very positive interpretation of migration as a resource for development to more securitarian approach. The positive steps in terms of integration policies during this period are related mainly with synchronization with the EU acquis.
- *Period of migration management stop (2015 - up to nowadays)* - after the beginning of a European migration crises, paradoxically the integration management in Bulgaria almost stop. The elaboration of documents continues, but there is a lack of implementation. This is most visible when the integration of refugees is analyzed. Before the crises Bulgaria has pretty well functioned national programme for refugees' integration. Between 2005 and 2013, the State Agency for Refugees implemented three National Programmes for Refugee Integration. The last National Programme covered the period 2011-2013 but the State Agency did not renew the programme for the next period despite the increase of refugee arrivals. The National Strategy 2015-2020 envisages to develop a separate

National Action Plan for the Integration of Refugees, but this hasn't happened yet (EWSI, 2019).

2.3.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Migration is a mainstreamed issue in Bulgaria, meaning that specific ministries are responsible for their own fields of responsibility. In addition, the National Council on Migration and Integration was established in February 2015 as a collective coordinator for the formulation, adoption and implementation of state policies and action plans on migration and integration. It is co-chaired by the Minister of Interior and the Minister of Labour and Social Affairs. Its membership further consists of representatives of other State organs.

2.3.1.3 MAIN POLICIES

The current government document on integration in Bulgaria is the National Strategy on Migration, Asylum and Integration (2015-2020). His strategy describes the national integration policies. It is underpinned by the understanding of migration as both a necessary resource for the national economy and a potential threat to social unity and national security. The document combines three previous strategies adopted between 2008-2014 (EWSI, 2019).

Therefore, Bulgarian migration and integration policy could be described by its late entrance into government priorities, followed by rapid acceleration in carrying out the strategic vision development process and redefining main priorities in migration policy. While in the first National Strategy the integration of foreign citizens was emphasized, the current one put the focus on security aspects (Krasteva, 2019) (Staykova, 2013). This is the reason why the analyses on the national strategic documents and institutionalization of the integration policy shows lack of coherence in the national management approach.

The first National Program for the Integration of Refugees was adopted and applied until the end of 2013, but since then all beneficiaries of international protection have been left almost without any integration support. This resulted in extremely limited access or ability by these individuals to enjoy even the most basic social, labour and health rights (Bulgarian Helsinki Committee, 2019).

However, even that the necessary integration legal framework, the Integration Decree, was adopted in 2016 it remained unused throughout 2016 and 2017, as none of the local municipalities in the country had applied for funding in order to launch an integration process with any of the individuals granted international protection in Bulgaria (Bulgarian Helsinki Committee, 2019).

A new Decree was adopted in 2017, which in its essence repeated the provisions of its predecessor. Since its adoption, only 13 status holders benefitted from integration support, however all of them were relocated with integration funding provided under the EU relocation scheme, not by the general national integration mechanism (Bulgarian Helsinki Committee, 2019).

Another step forward is the 2018 amendment of the Labour Migration and Labour Mobility Act. It established that family members have the same social rights as Bulgarian citizens. Positive improvement can be observed also in sphere of access to education. The Immigrants and their children no longer face impediments to their access to compulsory education and receive language support at school (MIPEX, 2020). However, the school system creates barriers to access for certain categories of immigrant pupils and largely ignores the specific needs and benefits they bring to the classroom (MIPEX, 2020).

2.3.1.4 FOCUS AND PERCEPTION

Immigrants in the country are well integrated, and this integration is the result not so much of government integration policies but rather of their own integration projects and practices (Krasteva, 2019, p. 23). Bulgaria's approach to integration is classified by the last MIPEX 2020 issue as "equality on paper". A lot of documents were produced, some of them with a very good quality remain without any practical consequents "on ground". The research interprets that migrants in the country enjoy basic rights and security but not equal opportunities. Major obstacles emerge in nearly all areas of life, with few exceptions - of the labour market, permanent residence and anti-discrimination (MIPEX, 2020).

All strategies reveal that Bulgaria follows a selective migration policy as it clearly highlights types of desired immigrants - mainly Bulgarian citizens and foreigners of Bulgarian origin.

Bulgarian approach unfolds in the primordial perspective. It stems from the premise of strong identities by origin and individual migration projects whose aim is to manifest these identities – for the Diaspora representatives who want to settle in Bulgaria in order to return to their land of origin and contribute to its development. However, from theory we know, and practice proves it, that the main motivation for migration is pragmatic; that identities are instrumentalised for achieving not cultural but economic goals (Krasteva et. al., 2011).

It should be noted, that despite the improvements by MIPEX 2020, some researchers present a more critical picture. For example, the access of the immigrants to the labour market is evaluated as restrictive and not supportive. This policy limits the adjustment tools of the economy and the labour market in good and bad times. Labour market situation worsens considerably due to negative demographic growth and the economy suffers huge deficits of labour that hinder economic growth. An exception from the conservative migration policy trend is the recent introduction of recruitment of short-term labour for the tourism sector. Foreign workers are permitted to work up to 90 days within a calendar year and the employer is not obliged to submit documents of qualification of the candidate for work (Bobeva et al., 2019).

It is very important also to note that the majority of immigrants in Bulgaria are self-employed and own small, medium-sized or large businesses. Furthermore, the number of Bulgarians who work in migrant-owned companies is larger than that of migrants working in Bulgarian-owned companies (Krasteva, 2019).

Government's approach to integration matters because its policies can influence whether or not integration works as a two-way process in the country. The way that governments treat immigrants strongly influences how well immigrants and the public interact with and think of each other. Bulgaria's current policies encourage the public to see immigrants as equal but also as strangers (MIPEX, 2020).

The deep analysis on the Bulgarian case shows that the problems come not so much from a lack of legislation or from a concrete policy – such as a policy for providing access to education or business opportunities – but from the political context of populist securitisation which undermines the possibility of immigration and integration policies and forms a negative public

opinion (Krasteva, 2019).

For better understanding of the migrant integration in Bulgaria it is important to keep in mind the positive role of a grassroots, CSOs and migrants' organizations which enrich the top-down institutional perspective with the bottom-up perspective. There are very positive examples of civic initiatives, such as "Friend of refugees", some of them more effective in the facilitation of the migrant integration rather than the governmental measures and instruments.

Alongside with these initiatives the mainstream anti-immigration discourse generates forms of a hostile public attitudes. The most serious dimension of this hostility is actual behaviour and violence against migrants and refugees, ranging from physical attacks resulting in injuries and deaths to widespread use of abusive detention to the mobilizing of what international human rights institutions refer to as vigilante "migrant hunter" groups patrolling borders and physically intimidating and illegally detaining refugees and migrants crossing the border (Krasteva, 2019, p. 36).

To conclude, the Bulgarian integration approach could be summarized as very centralized, dominated of anti-migrant political discourse. The main improvements in the approach follows the harmonization with EU acquis and the most successful examples of integration are result of a personal effort and/or combine with civic support. The only attempt for decentralization of the approach is the unsuccessful experience for inclusion of a local authorities in the integration of refugees in the country.

2.3.2 MATILDE REGIONAL LEVEL

2.3.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

In Bulgarian case, there is no articulation and specific institutionalization of integration policy of a regional level. In fact, there is no distinction between national and regional integration policies.

The integration on regional level is maintained due to the national priorities and actors.

However, in recent years, there has been an increased interest in the issues of integration of

ethnic minorities, including those with foreign background, by regions: appointment of experts in municipalities and district administrations; development of municipal strategies for educational integration; conducting sociological and scientific researches; active actions of non-governmental organizations. At the same time, important strategic documents were adopted, such as the National Strategy for Demographic Development of the Population in the Republic of Bulgaria (2012-2030). However, there is a lack of an approved regional strategic documents for the integration of migrants, a unified system of indicators for reporting on the results of the different activities, as well as for assessing the effectiveness of the costs incurred.

2.3.2.2 MAIN POLICIES

There is a lack of active policy of integration in the region, especially in the field of labour and housing. On one hand this is related with the specificity of Bulgarian integration approach in which there is no regional level. It is also explained and excused by the institutions with the transit character of migration in the region. The lack of governmental programs of integration is compensated by the active role of migrant communities.

It was already mentioned that for the different fields of integration on regional level the key actors are the national institutions. For example, the main priorities of the Ministry of Regional Development and Public Works are the preparation of urgent measures to solve the problems in urban ghettos, where living conditions are unacceptable. The Housing Policy Directorate within the ministry applies an integrated approach to vulnerable citizens, mainly of Roma origin but it does not preclude the provision of support for disadvantaged people from other ethnic groups, including migrants and refugees.

For the refugee's integration, it should be mention the new ordinance on the Terms and Procedure for Concluding, Implementing, and Terminating an Integration Agreement for Foreigners Granted Asylum or International Protection. This new integration policy shifted the focus to local government – mayors and municipalities.

The UNHCR welcomed the new Ordinance, but also formulated several key criticisms and recommendations:

- Institutions and local government need to have an active role: “The new ordinance

preserves the principle that integration support is based on an agreement between the refugee and the municipality. While municipalities are not willing to participate and contribute to this process, such a system cannot be effective.” (UNHCR Bulgaria, 2017)

- Concerns about access to housing: “The UNHCR regrets that the Ordinance does not fill gaps in refugee access to social housing and family benefits for children, which the law currently does not allow. This creates a significant risk of homelessness among recognised refugees.” (UNHCR Bulgaria, 2017)
- A lack of activities of state institutions to prepare the local population: “The new Ordinance does not foresee any activities to inform the local population about refugee issues and integration principles. Awareness-raising campaigns, run by municipalities together with civil society and the private sector, are needed to create a favourable environment for the integration of refugees.” (UNHCR Bulgaria, 2017)

2.3.2.3 FOCUS AND PERCEPTION

The migration profile of the MATILDE region Haskovo is related with small, but diversified and dynamic immigration. The various communities have different levels and forms of integration and specific integration needs.

In Haskovo, the migration balance remained negative in the period under consideration. Nevertheless, for 2014 and 2015 a positive trend could be observed. One explanation for the positive migration balance during these years was the high inflow of asylum seekers and refugees, however no specific data are available for foreigners or TCNs.

According to the 2018 annual report of the National Statistical Institute on the population and demographic processes in Haskovo district, 29,559 people have changed their usual place of residence from abroad to Bulgaria. This includes returning Bulgarian citizens as well as foreigners with a residence permit or status. Haskovo also hosts a reception center nearby (Gauci 2020).

The highest share of immigrants is from Turkey (29.9%), the Russian Federation (11.0%) and Germany (7.2%) (Spenger, 2020).

Russians in the region are mainly ‘Russian ladies married to Bulgarian husbands. They have been

in for long time in Harmanli, Haskovo, and the whole region.

The profile of the group of Immigrants and refugees from the Middle East is mixed – both economic immigrants and refugees. Some come to Bulgaria for University studies. Most re-immigrate to Germany, but some remain and work e.g. as medical doctors. For example, some of them studied at the Medical University in Stara Zagora. Most migrate to Germany, yet others work in the city's hospitals.

The refugees from the Middle East are the most numerous in the Refugee centres.

The group European citizens has common profile. Most are retirees, but not all of them. It is typical for this group that they buy houses and settle in villages. Local people accept them as part of the community already. They integrate well.

African refugees compose very small group in numbers, there are no strong communities to facilitate the integration, yet there are good examples.

Ukrainian refugees are sporadic. They fleeing the conflict in Ukraine. They used tourist visas for Bulgaria. Some of them applied for and received refugee status. They settled down and stayed in the country and are well accepted by the locals.

In the region there are many Turks. In some sectors such as construction and maintenance, they predominate (Krasteva, 2020).

2.3.3 MATILDE LOCAL LEVEL

2.3.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Municipalities also have their role in the integration proses, especially in the organization of the integration of persons granted asylum or international protection (EWSI, 2019).

According to the Law on Asylum, refugees and beneficiaries of subsidiary protection should have access to integration programs on housing, employment and health care. In practice, however, the integration opportunities for refugees and beneficiaries of subsidiary protection in Bulgaria

are rather scarce (Council of Europe, 2018).

According to the national regulation on the terms and conditions of making, implementing and terminating the agreement for the integration of foreigners granted asylum or international protection the local municipalities have key role (EWSI, 2019).

Even the decentralization of integration responsibilities from the government to municipalities would in principle be a sensible step forward, the fact that the discharge of such responsibilities was not mandatory but left to the discretion of municipalities raised questions about the effectiveness of integration measures in Bulgaria. This was illustrated by fact that no municipality has volunteered to conclude Integration Agreements, although funds would be allocated to them for every refugee participating in such agreements (Council of Europe, 2018). This is the reason way the national integration policy toward foreigners granted asylum or international protection was described by Bulgarian Helsinki Committee as a “zero integration” situation (Bulgarian Helsinki Committee, 2019).

2.3.3.2 MAIN POLICIES

Overall, the state has shifted the responsibility for integration policies to municipalities, which per se could be considered a positive policy shift, but for which neither the local government nor the local population was prepared. The local authorities are not prepared to assume the responsibility for informing and persuading the local population, as well as for organizing the integration process.

A paradoxical expression of the lack of commitment of the local authorities is that there are no programs for labour & social integration, there is no expert in the Municipality responsible for refugees, but at the same time the Municipality supports the cultural activities. (Krasteva, 2020)

2.3.3.3 FOCUS AND PERCEPTION

NGOs are very active on local level. They organize intercultural events with music, dances, films, refugees are invited, some of them cook traditional dishes. The NGOs are full of good intentions and noble principles, but some of their initiatives fail because of lack of interest for integration of some refugees. An example is a course on labour law and labour rights. It has been advertised

& promoted by the organiser – refugee himself - who personally informed & explained to 25 refugees, but ‘only 2 attended the training’.

It is important to note that some of the refugees are in particularly vulnerable situation that requires the efforts of numerous civic actors. The vulnerability sometimes is much more difficult to be addressed due also to the transit migration situation, to the unwillingness to integrate in Bulgaria because of a project to re-immigrate to other EU countries.

However, a very good example for the meaningful NGOs activity is a practice of fruitful collaboration among NGOs with complementary expertise. ‘Mission Wings’ collaborates with Sofia-based ‘Voice in Bulgaria’ with excellent human rights lawyers who offer legal help to asylum seekers, especially to those whose asylum applications have been rejected.

Another positive example of collaboration is between ‘Mission Wings’ with UNICEF – the two organization offer support to victims of domestic violence. They have identified 25 victims - women and children.

The churches are another important actor on the local level.

Sometimes the main obstacle for successful integration on local level is related with the local population which is not particularly welcoming. (Krasteva, 2020)

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2.4. FINLAND

Authors: Jussi Laine, Lauri Havukainen & Pirjo Pöllänen

2.4.1 NATIONAL LEVEL

2.4.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

The first act to legislate specifically the immigrant affairs in Finland was the Aliens Act of 1991 (378/1991), which was passed to regulate entry, departure, residence permits and labour market testing in Finland. It was amended multiple times in late 90s and early 2000s, especially to react and better match with the changing needs deriving from the increasing levels of humanitarian migrants. The current Aliens Act (301/2004) replaced the old legislation in 2004. The first legislation which established national policies for integration and asylum seeker reception was not passed into law until 1999 (Act on the Integration of Immigrants and Reception of Asylum Seekers, 493/1999); prior to this humanitarian migration was governed mainly through international treaties which Finland was part of. The most recent integration legislation was issued in late 2010 (Act on the Promotion of Immigrant Integration 1386/2010), and the current act managing international protection and reception of asylum seekers (Act on the Reception of Persons Applying for International Protection and on the Identification of and Assistance to Victims of Trafficking in Human Beings, 746/2011) in the mid-2011. These acts were made to separate the integration and humanitarian migration into their own legislations.

2.4.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Jurisdiction: There is legislative power at the national level in Finnish welfare state system.

The highest authority in charge of the Finnish immigrant policy and legislation is the Ministry of Interior. In addition to legislating immigration, the ministry also governs the Finnish Immigration Service (MIGRI), the police and the border guard. The latter two organizations oversee accepting of asylum applications and carrying out deportations. The Police also oversees the compliance of the Aliens Act (301/2004) and the border guard controls legal entry into the country. MIGRI, which was founded in 1995, handles residence permits, asylum, and citizenship applications,

manages reception centres and provides research data to assist in policy making.

The national Integration processes, defined in national integration legislation (Act on the Promotion of Immigrant Integration, 1386/2010), together with the matters concerning labour, student and researcher migration are governed by the ministry of economic affairs. The national integration legislation is guiding the migration work and integration processes in whole country, however the local level actors (municipalities) have different ways of organizing the work. Other ministries and governmental organizations also play their part in institutional proceedings concerning immigration. On the most practical level this mainly means the Ministry of Education and the Ministry of Social Affairs and Health.

2.4.1.3 MAIN POLICIES

In Finland, the integration-related discussion, research, legislation and policies are co-developed with the process of the Europeanization of Finland (Puuronen, 2004). The current Act on the Promotion of Integration (1386/2010) sees integration as an interactive development between an immigrant and society, which aims at supporting the immigrant in developing skills required in society and working life while supporting the maintenance of his or her own language and culture (Yijälä & Luoma, 2018). In law it is said that:

“[-] integration means interactive development involving immigrants and society at large, the aim of which is to provide immigrants with the knowledge and skills required in society and working life and to provide them with support, so that they can maintain their culture and language [-]” (Act on the Promotion of Integration, 1386/2010.)

It is noted that labour market integration and language skills are most valued indicators of successful integration the other aspects of everyday life such as family, friendship relations and societal activity are not emphasized that much.

Hiitola et al. (2018) state that in Finland, integration functions primarily as an administrative concept, the purpose of which is to promote equality and positive social interaction. Even though it is a loose administrative concept, in the public discussion it is often narrowed down to linguistic and occupational schooling of immigrants and their integration into the labour market (Hiitola et al., 2018). In a broad sense, the concept of integration refers to the whole process by which an

immigrant finds his or her place in society (Saukkonen, 2020; Hiitola et al., 2018). However, integration is strongly associated with the idea of guiding and helping the immigrant to adapt and settle (see Hiitola et al., 2018; Sotkasiira, 2018a; &2018b; Haverinen, 2018).

2.4.1.4 FOCUS AND PERCEPTION

The migration policy of Finland is based on Berry's et al. (2006) idea of integration, where integration is seen as contrast to segregation and where integration is seen two-dimensional: adapting the influence of receiving society and maintaining the cultural identity of home country simultaneously. It is realized that when individuals maintain own cultural values and customs, while seeking for interaction with the locals and adopting to their culture the integration in society smoother and more permanent. The concept of integration has developed in European discussions on governance and the research of migration, in opposition to the concept of assimilation (Saukkonen, 2020). Integration cuts across various aspects of migrants' accommodation in the new society, and the political measures taken in order to enhance it. It concerns migrants' integration into the economic, social, cultural and political spheres of society, but also today, integration is considered as a process that includes the society as a whole, and therefore the conversations and research concentrate on the discrimination that migrants face, how different policies affect migrants' inclusion, and how the public perceives migrants and immigration (Saukkonen, 2020; Sotkasiira, 2018a & 2018b).

While integration as a guiding idea of Finnish migration policy is two-dimensional concept it also creates multiculturalism into the receiving society. Finnish society in the level of legal administration is said to be one of the most multicultural in Europe. However, the situation in everyday level is not that optimistic hence racism and xenophobia are present in everyday media discussion and everyday activities (how easy it is for migrant to integrate into the Finnish labour markets etc.). Immigrants' integration into society and their interaction with the surrounding community can be seen, for example, in their participation in NGOs and voluntary activities, decision-making, voting activity, through social relations or owning property, or from their participation in hobbies.

The recent critique is concentrating on this side of the integration process, where migrants everyday should be considered more holistically. In recent research (Sireni et al., 2021) it is

emphasized that whereas integration is based on the views of the host societies and has been criticized for its container-thinking it should be seen more holistically and the concept of transnationalism, which focuses on migrants' social, political, cultural and economic networks which transcend the borders of nation-states, should be considered as part of successful integration process. From the perspective of the rural and especially rural border areas in Finland, integrationalist and transnationalist perspectives on migration should inevitably complement each other. Migrant's transnational relations do not exclude the desire of immigrants to integrate into their new surroundings and communities, but quite the opposite transnational connections can be seen as a resource to increase the migrants' integration in local surroundings and even have positive impact for rural vitality and multiculturalism. In addition, local labour market, economies, businesses, legislation and different integrational measures, as well as the attitudes of the majority population frame everyday lives of immigrants, making it liveable or not, and affecting their decision to stay or to leave the region.

2.4.2 MATILDE REGIONAL LEVEL

2.4.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Jurisdiction: The regional level implements the steering, guiding and advising role in Finnish welfare state system.

The regional level actors' role in the Finnish welfare state system in all aspects of administration is narrow. The regional level actors have guiding and steering power towards municipalities and they are working kind of bridges between national and local levels. The active public political actor in Finnish welfare state is municipality (local level), and that how the jurisdiction of regional level is narrow. This same procedure is valid in integration and inclusion process as well.

The national Integration processes, defined in national integration legislation (Act on the Promotion of Immigrant Integration, 1386/2010), together with the matters concerning labour, student and researcher migration are governed by the ministry of economic affairs. These processes are regionalized through the Centres for Economic Development, Transport, and the Environment (CEDTEs) and Local Employment and Economic Development Offices (TE Offices).

2.4.2.2 MAIN POLICIES

Together with operationalizing labour market testing through the TE services, the CEDTEs supervise the municipalities in the process of integration. The Centres help municipalities in making their integration programs and make refugee settlement contracts with them. In Ostrobothnia, 8/15 municipalities have an ongoing contract on settlement. In North Karelia, 7/12 municipalities have signed a contract but only six of them have taken in refugees.

2.4.2.3 FOCUS AND PERCEPTION

Regional councils do not have governing role in migrant affairs, but their strategies and programs contain information on the desires and plans for the development of migration in the region. The role of these councils is in a transition as the provincial level might get increased liabilities and responsibilities in the future due to the restructuring of the healthcare and social services. The reform that is supposed to happen within the next three years.

2.4.3 MATILDE LOCAL LEVEL

2.4.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Jurisdiction: Municipalities are responsible of organizing welfare state services (e.g. schooling, health care, social care, immigration services) for the residents of the municipality. Municipalities can organize these services by themselves, together with other municipalities or they can buy these services from the other (public, private or third sector) service providers.

Finland is a Nordic Welfare State, where the distribution of welfare benefits and services is based on the idea of universalism. The right to welfare benefits is based on municipal placement and all the benefits and services are aimed for residents of the country, who have legal municipal place in one of the Finnish municipalities (Municipality of Residence Act 201/1994). Those who move to Finland in work, family or study purposes get the municipal place and right to welfare state benefits in equal terms with Finnish citizens. Those who come to Finland based on humanitarian reasons are divided in two categories: asylum seekers, who are still applying/pending for the formal right to stay in Finland and refugees, who have already obtained

that right. If an asylum seeker receives a positive decision on her/his application, s/he will no longer be a client of the Finnish Immigration Service, but a formal resident of a municipality. This assigned home municipality will be responsible for organizing the basic services (e.g., health care, schooling, etc) and specific integration services that the municipality organizes for immigrants based on the Act on the Promotion of Integration (1386/2010).

2.4.3.2 MAIN POLICIES

Municipalities are responsible for the provision of basic services such as healthcare and primary education and these services are to be equal for all permanent residents, and in the case of healthcare, those with international healthcare insurances. The national level integration legislation is also implemented in municipal level. In North-Karelia and in Ostrobothnia the bigger municipalities have local coordinators and offices for migrants, where their integration process and other issues as residents of municipality are solved out. But in smaller municipalities migrants are using same welfare state services with locals. The intention of inclusion and integration is to help TCN's to adapt to members of local community (residents of municipality).

The municipalities are obliged to give immediate healthcare for asylum seekers and equal care if the applicant is a minor or pregnant. For undocumented migrants, the municipalities must provide immediate care although some of the larger cities have made the decision to expand on them by providing the undocumented migrants more services. Primary education has to be provided to every municipal resident within the compulsory education age, no matter the legal status (Basic Education Act 628/1998). Municipalities are also required to organize preparatory education for newly arrived migrants lasting a length of a full school years syllabus (Basic Education Act, 628/1998).

2.4.3.3 FOCUS AND PERCEPTION

Finnish municipalities are in central role when it comes to integration practices and immigrant services. The municipalities are the main actors in Finnish welfare state being responsible for organizing welfare services and benefits. The Act on the Promotion of Immigrant Integration

(1386/2010) made it statutory for municipalities make an integration program²³ either by themselves or in municipal partnerships. These plans must be reviewed at least every four years and they are necessary for the municipalities to be able to receive compensation for the reception of refugees. These documents function as the guiding plan for the local integration process, containing provisions for example on immigrant education, social services and integration services like translation and recreational guidance. The creation of these documents is guided by the CEDTEs. In practice these documents can mean elaborate and extensive models and programs or just 15-page documents covering the basic liabilities the legislature demands of the municipalities. In our research regions, there are three general types of integration programs in use:

- Models used by the bigger cities (Joensuu and Vaasa), which have clear strategic goals and are presented in visually simple and “presentable” packages.
- Programs made by the K5²⁴ and Jakobstad municipal consortiums and the Korsholm and Vörå municipalities in Ostrobothnia, which provide the basics but are very detailed and thorough.
- Programs made by the Finnish language municipalities in Ostrobothnia and most of the municipalities in North Karelia, which contain only the basics.

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²³ Not to be mixed with National Integration Programs, which are more of a guideline and a policy plans for the prevailing governments. The current government is yet to release its plan.

²⁴ Consortium of Malax, Korsnäs, Närpes, Kaskö and Kristinestad municipalities.

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2.5. GERMANY

Authors: Tobias Weidinger & Stefan Kordel, with contributions from David Spenger

2.5.1 NATIONAL LEVEL

2.5.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

The social and economic policies have developed historically between the conflicting priorities of liberalisation and restriction (SVR, 2019). Critical junctures, identified by Hess and Green (2016), are firstly based on responsibility resulting from historical events, e.g. the German reunification in the 1990s and the reception of (late) repatriates from former Soviet countries and refugees from the Yugoslav Wars²⁵. Secondly, transformations in the government participation and the positioning and self-understanding of political parties had an influence. The change to a social-ecological coalition between Social democrats (SPD) and the Green Party (*Bündnis 90/Die Grünen*) in 1998, for instance, resulted in a reform of the Citizenship and Immigration Law. Most of the legislations and regulations were adopted or modified from 2005 on, following the implementation of the Immigration Act (*Zuwanderungsgesetz*, cf. Kordel & Weidinger, 2021)²⁶.

2.5.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The federal level (NUTSO) is responsible for migration policy, including citizenship and immigration legislation as well as labour market and welfare policies (SVR, 2017). However, responsibilities are split between various Federal Ministries (Chemin & Nagel, 2020). In particular, one has to highlight the Federal Office for Migration and Refugees (BAMF) and the Federal Ministry of the Interior, Building and Community (BMI), which are in charge of asylum procedures

²⁵ Their admission resulted in the 1993 Asylum Compromise (Asylkompromiss) and War Consequences Adjustment Act (Kriegsfolgenbereinigungsgesetz) (Bommers, 2018).

²⁶ The Immigration Act of 2005 originates from the discussions of the Independent Commission Immigration (Unabhängige Kommission Zuwanderung /Süssmuth-Kommission) that was implemented by the Federal Government in 2000 and which became known by the name of its chairperson, the former presiding officer of the German parliament Rita Süßmuth (Kolbe, 2020).

and issues of the right of residence, respectively its functional supervision. The Federal Ministry for Economic Affairs and Energy (BMWi), the Federal Ministry of Labour and Social Affairs (BMAS), the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) and the Federal Ministry of Education and Research (BMBF) are primarily accountable for integration policies. The Commissioner of the Federal Government for Migration, Refugees and Integration in the Federal Chancellery, in addition, supports the Federal Government in the further development of integration politics and fosters the peaceful cohabitation of all people in the country – irrespective of the fact, if they are Germans or foreigners, if they do or do not have an immigration history.

2.5.1.3 MAIN POLICIES

Integration is a cross-sectional topic in Germany, “which makes it difficult to delineate two or three central legislative acts or programmatic documents or to provide any sort of comprehensive overview” (Chemin & Nagel, 2020). Therefore, in the following, we focus on the most prominent policies since the 2000s.

The implementation of the Immigration Act in 2005 was accompanied by many substantial and symbolic measures such as the installation of a **Commissioner of the Federal Government for Migration, Refugees and Integration** (*Beauftragte*r der Bundesregierung für Migration, Flüchtlinge und Integration*) in the Federal Chancellery, the establishment of an **annual Islam Conference** (*Deutsche Islamkonferenz*) and an **annual Integration Summit** (*Deutscher Integrationsgipfel*) or the negotiation of a **National Integration Plan / National Action Plan Integration** (*Nationaler Integrationsplan, NIP / Nationaler Aktionsplan Integration, NAPI*). In addition, e.g. **migration counselling for adult immigrants** (*Migrationsberatung für erwachsene Zuwanderer*innen*) and the **Youth Migration Services** (*Jugendmigrationsdienst*) provided by the state were developed.

In 2016, the Federal Government implemented a modularised ‘**complete programme language**’ (*Gesamtprogramm Sprache*) as standard instrument for language acquisition of various groups of immigrants as well as a **Federal Integration Act**. Its title can be considered misleading, as the law does not present an overall approach to promote integration, nor aims at managing the complex topic as a whole (SVR, 2017). Instead, it mainly encompasses technical details in the

area of the Residence Act (*AufenthG*) (cf. Thym, 2016; Eichenhofer, 2016). In light of a prospering labour market, forced migrants' access to the labour market was improved by abolishing priority checks for individuals with a good prospect of staying. To offer planning security for companies who employ forced migrants by means of a three-year vocational training, the 3+2-rule (*3+2-Regelung*) was implemented, saying that forced migrants with a negative decision on asylum can finish the vocational training and even continue to work in the company up to two years after. The Integration Act also implemented a three-year Residence Rule (*Wohnsitzregelung*) that was extended for an indefinite period of time in 2019. It reduces the freedom of movement at least to the Federal State, where the refugee lived during the asylum procedure. Federal States are allowed to issue even stricter regulations and prescribe the place of residence in a city or rural district (NUTS3) or municipality (LAU) even ('positive residence obligation')²⁷.

The 2019 Migration Package, entailed the **Skilled Labour Immigration Act** (*Fachkräfteeinwanderungsgesetz*, FEG), which was put in effect in 2020. This went hand in hand with a speeding up of the recognition of foreign credentials and a better access to structured language training support. In the same year, the Federal Government appointed an **Independent Technical Commission** that dealt with the framework conditions for integration capacity (*Fachkommission der Bundesregierung zu den Rahmenbedingungen der Integrationsfähigkeit*, 2019-2021).

2.5.1.4 FOCUS AND PERCEPTION

Despite the fact that Germany is the third most popular country for international immigration in the world, following the USA and Saudi Arabia (United Nations, 2017), there is an ongoing debate about the political acknowledgement of Germany as a 'country of immigration' (*Einwanderungsland*) (Zuber 2019). To this day, this designation is still officially denied (Eltges & Strubelt, 2019). Accordingly, Chemin and Nagel (2020) speak of German as a 'reluctant' immigration country. "The reluctance to acknowledge the realities of immigration may explain why the national government, as well as regional governments, hesitated to adopt integration

²⁷ In contrast, the Federal States can also impose a ban to move to a specific municipality or city in order to prevent social or societal exclusion ('negative residence obligation').

measures during the early phases of immigration, leaving the initiative to local actors” (Bommès & Kolb, 2012, p. 116; cit. after Zuber, 2019). Accordingly, Bommès (2018) highlights a respective ‘catch-up effect’ in terms of integration policies that was observable in the last two decades.

Like in many other European immigration countries, German immigration and integration policies are mainly guided by a negotiation between three strands of debate surrounding the dimensions identity, security and economy (Rosenblum & Cornelius, 2012, cf. Schammann, 2018). The first strand is about the cultural and religious compatibility of immigrants with the receiving society (dimension of identity). The second one focusses on refugee policies and revolves around the balance between defending national security interests and complying with international agreements (dimension of security). The third strand considers immigration from an economic perspective, where the maximisation of net gains from immigration should guarantee the maintenance of distributive justice (dimension of economy, see also Bommès, 2018). As Schammann (2017, 2018, 2019) pointed out, a meritocratic tendency combined with conservative elements, which manifested in the definition of so-called ‘safe countries of origin’, the re-organization of the Federal Ministry of the Interior, Construction and Community (*Heimat*) or the restrictions of family reunification. While, traditionally, discourses around protection of refugees and labour immigration were regarded separately from each other, following the enactment of the Integration Act in 2016, at the latest, discourses are getting more entangled and labour and performance appear as new structural principles (Bendel & Borkowski, 2016; Schammann, 2017 & 2018; Chemin & Nagel, 2020). Accordingly, foreigners are required to rapidly learn German and mandatorily attend German language courses, as this is a means to better integrate themselves into the labour market, which should foster their independence from state benefits. However, the tendency towards more economic-oriented elements in German immigration and integration policies does not necessarily entail an increasing liberalisation. Only those, who satisfy the requirements in the fields of security and identity and make it through the ‘pre-selection’, are allowed to prove themselves in the field of economy (Schammann, 2017 & 2018).

2.5.2 MATILDE REGIONAL LEVEL

2.5.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The implementation²⁸ of migration policy, including citizenship and immigration legislation as well as labour market and welfare policies is processed by the Federal States, i.e. the *Länder* (NUTS1, SVR, 2017). The latter are given ample scope regarding the interpretation of legal documents, which may result in differing administrative practices between the Federal States (Bendel & Borkowski, 2016). Federal States are also able to shape integration policies, in particular in the realms of education, cultural policy, and inner security (Gesemann & Roth, 2015; Münch, 2016; Bommès, 2018) and can promote and offer additional subsidies programmes or action plans (ibid.). Moreover, they decide on the legal terms, which regulate the self-government of rural and city districts (*Landkreise, kreisfreie Städte*, NUTS3) as well as municipalities (*Gemeinden*, LAU) and provide respective funding. In Bavaria, the responsible ministries are the Bavarian State Ministry of the Interior, for Sport and Integration (StMI), including the Commissioner for Integration of the Bavarian State Government and the State Office for Asylum and Repatriation (LfAR), the Bavarian State Ministry for Family, Labour and Social Affairs (StMAS) and the Bavarian State Ministry for Education and Cultural Affairs (StMUK).

2.5.2.2 MAIN POLICIES

In the context of growing numbers of asylum seekers and refugees in 2015/2016, the Federal State of Bavaria developed various integration policies, which are presented in a chronological order in the following. In the realm of housing, the State Government adopted an **emergency programme** (*Sofortprogramm*) as part of the housing pact Bavaria (*Wohnungspakt Bayern*, 2015). The Supreme building authority (*Oberste Baubehörde*) constructed houses on state-owned parcels of land with reduced standards to house recognized refugees. The Bavarian State Government also signed an **agreement** with the head organisations of the Bavarian economy and the regional office Bavaria of the Federal Employment Agency titled “Integration by means

²⁸ The Federal States (NUTS1), however, can influence legislation processes on the federal level via the Federal Council (Bundesrat).

of vocational training and employment” (*Integration durch Ausbildung und Arbeit*). The aim was to integrate 20,000 forced migrants in internships, apprenticeships and employment by the end of 2016.

In 2016, the Federal State enacted the **Bavarian Integration Act** (BayIntG) and implemented various **funding programmes**, e.g. for integration guides (*Integrationslots*innen*, formerly termed coordinators of volunteers in the context of asylum, *Ehrenamtskoordinator*innen Asyl*) and refugee and integration counselling (*Flüchtlings- und Integrationsberatung*). Besides, job mentors (*Jobbegleiter*innen*) and canvassers of vocational training for refugees (*Ausbildungsakquisiteur*innen*) aimed at promoting labour market integration of people with refugee background. Eventually, the Bavarian assembly (*Bayerischer Landtag*) appointed an **enquiry commission** (*Enquete-Kommission*, 2016-2018) titled ‘Actively shaping integration in Bavaria and giving direction’ (*Integration in Bayern aktiv gestalten und Richtung geben*), which developed measures for a successful and future-oriented integration policy. In 2018, Bavaria also initiated an **Integration Conference** (*Bayerische Integrationskonferenz*) that takes place on an annual basis since then.

To foster the repatriation of refugees, Bavaria founded a new **State Office for Asylum and Repatriation** (*Landesamt für Asyl und Rückführungen*, LfAR, since 2018) and established so-called AnKER²⁹-centres (since 2018), where a large number of forced migrants is mandatorily accommodated and all responsible state institutions including administrative courts are concentrated (‘integrated refugee management’, Chemin & Nagel, 2020; cf. Schader et al., 2018). In addition to existing EU, Federal or Federal-*Länder* programmes such as ERRIN³⁰, StarthilfePlus

²⁹ AnKER (in English: anchor) is an acronym, signifying reception, decision and repatriation (ANKunft, Entscheidung, Rückführung). They are part of the 2018 Migration Masterplan of the Federal Ministry of the Interior, Building and Community (BMI), which is led by the former Bavarian Prime Minister Horst Seehofer, and should have been implemented in the other Federal States, too.

³⁰ ERRIN: European Return and Reintegration Network; It supports the reintegration of returnees and is largely financed by the European Union (BAMF & IOM 2020).

or REAP/GARP³¹, Bavaria even started an own **return programme** (Bavarian Return Programme, *Bayerisches Rückkehrprogramm*, since 2019) for the “promotion of voluntary return, in particular for foreign nationals who are obliged to return to their country of origin or a third country willing to accept them” (Landesamt für Asyl und Rückführungen, 2019). Recently, i.e. in 2020, the Federal State adopted a **Protection Concept of the Housing Administration for the Prevention of Violence**.

2.5.2.3 FOCUS AND PERCEPTION

The Bavarian integration policy is constituted by the two main principles **‘humanity’ and ‘regulation’** (*Humanität und Ordnung*). This is exemplified, for instance, in the Bavarian Protection Concept of the Housing Administration for the Prevention of Violence. Considering the reception and accommodation of asylum seekers, it is stated that “the Bavarian State Government is at the forefront not only of ensuring order, but also of humanity” (Bayerisches Staatsministerium des Innern, für Sport und Integration, 2020a, p. 4; own translation). The aims of deterrence and disintegration become manifest when migrants with low prospects of staying cannot partake in language courses provided by the state³² or when seeking to accelerate asylum procedures and deportation of denied asylum seekers. Regarding the latter, Bavaria established so-called AnKER centres. However, due to missing evaluations, it remains unclear yet, if access to independent legal consultation, to support of volunteers or to regular education (among minors) is warranted there.

In parallel to these principles, integration follows the aspects of **‘supporting’/‘promoting’ and ‘demanding’** (*Fördern und Fordern*), which are also formulated in the Federal Integration Act and which are inherent to many welfare states (Bommes 2018). Bavaria demands migrants to seek

³¹ REAP and GARP are acronyms for Reintegration and Emigration Program for Asylum-Seekers in Germany, respectively Government Assisted Repatriation Program. The programme provides financial and operational support for the voluntary return and re-migration of third-country nationals, provides start-up assistance for selected nationals and manages migration movements (IOM 2020).

³² In contrast, Baden-Wuerttemberg, for example, has installed a programme to support language courses in which migrants with low prospects of staying can also participate (Ministerium für Soziales und Integration Baden-Württemberg 2018).

vocational training and employment, as these are highlighted as “central elements for successful integration” (Bayerisches Staatsministerium des Innern, für Sport und Integration 2020b). The state supports this process by means of different measures such as the already mentioned job mentors (*Jobbegleiter*innen*) or the canvassers of vocational training for refugees (*Ausbildungsakquisiteur*innen*, see also Bayerisches Staatsministerium für Sport und Integration 2020c).

Participation or integration laws were also implemented in other Federal States such as Baden-Wuerttemberg (PartIntG-BW, enacted 2015), Berlin (PartIntG Berlin, enacted 2010) or North-Rhine Westphalia (Teilhabe- und Integrationsgesetz, enacted 2012). The one in Bavaria (BayIntG), however, is not based on the underlying concept of participation and equal rights, but mainly considers **integration as a process of assimilation on part of immigrants** (in this case asylum seekers and refugees mainly). The justification for this law specifically addresses the burden that went along with the arrival of this group:

“The refugee crisis and the integration of tens of thousands, who arrive in our country in a short period of time, constitute enormous financial, cultural and social challenges for Bavaria. They need to be overcome to prevent the country from deep social divisions and social conflicts.” (Bayerisches Integrationsgesetz, Council of ministers’ version; Ministerrat 2016, own translation)

In Bavaria, according to this Act, migrants are obliged to abide by a leading culture (Leitkultur), which includes the affirmation of both constitutional values and cultural habits and practices (see also Bendel & Funke, 2016). This forced acculturation has been criticised in various ways, as the state curtails foreigners’ interest of being able to preserve their civic and cultural identity (Funke, 2017). Similarly, political scientist Zuber (2019) highlights the one-sided promotion of the host culture, which is also visible in the area of education. She concludes that the Bavarian Integration Act is an example for restrictive and culturally monist measures in both socio-economic and cultural-religious terms, which was found typical for regions characterised by sub-state nationalism (see also Kordel & Weidinger, 2021).

2.5.3 MATILDE LOCAL LEVEL

2.5.3.1 COMPETENCES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The rural districts (NUTS3) as well as municipalities (LAU) are complementary responsible for implementing economic and social policies, being processed by, e.g. the local foreigners' registration offices, social and youth welfare departments or job centres (*Jobcenter*), and organise the communal life by virtue of their self-government (SVR, 2017; Ritgen, 2018)³³. While residence and livelihood issues are compulsory tasks for the rural districts as well as municipalities, many other tasks of integration are voluntary ones. Here, the municipalities – and in addition also the rural districts³⁴ can decide for themselves whether and how they want to act (Schammann et al., 2020), revealing their scope of action (Schammann & Kühn, 2016; Ritgen, 2018).

2.5.3.2 MAIN POLICIES

To monitor integration, coordinate offers, and support municipalities, volunteers and migrants, rural districts primarily made **use of funds** from the national/regional level, e.g. for coordinators of educational offers for new immigrants (*Bildungskoordinator*innen für Neuzugewanderte*), integration guides (*Integrationslots*innen*) and refugee and integration counsellors (*Flüchtlings- und Integrationsberater*innen*). Rural districts also promoted **intercultural opening** of the administration and the staff e.g. in kindergartens, designated **commissioners for integration** (GAP, NEA and OA) or developed **integration concepts** (e.g. rural districts of NEA and OA). Already in 1979, a **foreigners' council** was founded in the city of Sonthofen. Since 2001, it is responsible for the complete rural district Oberallgäu (OA) and changed its name to integration council in order to take into account also (late) repatriates and German with a migration background (e.g. naturalized citizens, see also Kordel & Weidinger 2021).

³³ The situation in city districts is different, as responsibilities are not shared there (Ritgen 2018).

³⁴ For the complementary function (*Ergänzungsfunktion*) of the rural districts, see Ritgen (2018).

2.5.3.3 FOCUS AND PERCEPTION

In line with the general 'local turn' in migration and integration policy making, the local level in Germany became more important since the end of the 1990s and had a further upswing since 2015 (Schammann & Kühn, 2016; Bommers, 2018; Engel et al., 2019; Schammann et al., 2020). Despite the fact that "integration takes place locally" (Bommers, 2018), not all decisions about the circumstances of integration are made on the local level. For mandatory tasks, which are bound by instructions of superior levels (*weisungsgebundene Pflichtaufgaben*), such as the provision of asylum seekers' benefits, however, Schammann (2015) found **differing legal interpretations**, revealing a scope of action that led to diverse outcomes on the local level. In practice, foreigners' registration offices adopt **multiple roles** as both a 'welcoming' authority (e.g. when providing certificates of naturalization) and a 'regulatory' authority (e.g. in terms of measures terminating residence) (Ritgen, 2018).

Challenges also arise from voluntary tasks in municipalities, where respondents of Schammann et al.'s (2020) study reported a **high pressure of local actors to justify their commitment for integration**. While some rural districts and municipalities established permanent positions paid from the local budget, others (still) fully rely on project funding (Schammann et al., 2020). Especially in small municipalities, **integration offers can often not be provided due to a low number of migrants** (Ritgen, 2018). As a consequence, "civil society actors seem to fill the gaps left by the policy field regarding the sociocultural but also some elements of structural immigration" (Chemin & Nagel, 2020, p. 7). Thus, newly established local refugee relief groups, for instance, provided language courses.

In sum, the five rural districts under study in MATILDE are diverse with regard to implemented integration policies, despite they may face similar challenges. It became obvious that such measures are not related to the rural districts' and municipalities' socio-economic situation and party affiliations of politicians (cf. findings of Schammann et al., 2020). Instead, they are based on efforts of local elites, local narratives and frames including (non)decisions and (non)actions that have been made in the past (path-dependencies, cf. findings of Engel et al., 2019 and Schammann et al., 2020).

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2.6. ITALY

Authors: Andrea Membretti, with contributions from Marzia Bona and Daniele Tonelli

2.6.1 NATIONAL LEVEL

2.6.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Migration policies in Italy are regarded as marked by an inconsistent set of multiple measures and actions, neither supported by a unitary strategy and governance nor by sufficient financial resources (Schierup et al., 2006; Fullin & Reyneri, 2011).

Policies are characterized since the 90s by a **security and emergency approach**, affected by the fragmentary stratification of primary and secondary sources, often reverted by the judicial power (Sciortino, 2003; Campesi, 2011; Marchetti, 2012; Dal Zotto, 2014). According to Zincone (2006) these limits remain regardless of changes in the governing coalition. Integration has been conceived for long as a *de facto* process deriving from the participation in the (informal) labour market (Caponio & Zincone, 2011).

In sum, King et al. (1997) defined the **Italian “Mediterranean model of immigration”** as characterized by the combination of restrictive admission and citizenship policies with frequent amnesties. Consequently, scholars define the Italian system as “institutionalized irregularity” (Calavita, 2007, p. 33; Ferraris, 2009, as quoted in Pannia, 2018, p. 32-33). The Territorial Councils for Immigration (*Consigli Territoriali per l’Immigrazione*) established by Law 286/1998 have been marked in their functioning by severe deficiencies (SIRIUS, 2018): programmatic documents foreseen by the law have not been adopted regularly across the years (Pannia et al., 2018) and yearly plans, the so-called Decreto Flussi have failed to answer the actual needs of the labour market, opting instead for the progressive reduction of quotas since 2011 (Fullin & Reyneri, 2011).

The Italian State exerts exclusive jurisdiction for the **entry, staying and legal status of non-EU**

citizens, including international protection and citizenship.³⁵

Based on the Consolidated Law on Immigration (D.Lgs. 286/1998), the central level has a coordinating role on **integration policies** that are implemented by Regions, Autonomous provinces and local administrations. Resources for implementation include the National Fund for Social Policies.

Reception policies for Asylum Seekers and Refugees (ASR) reflect the decentralized institutional setting of the country. Until two years ago, the standard channel for reception was the System for the Protection of Asylum Seekers and Refugees (*Sistema di Protezione per Richiedenti Asilo e Rifugiati*, SPRAR). Established with Law 189/2002 and amended with Law 132/2018, the SPRAR was grounded on cooperation with the National Association of Italian Municipalities (ANCI) and local authorities, that implemented reception projects with the financial support from the central level³⁶.

Local authorities, with the collaboration of the third sector, guaranteed integrated reception interventions that went beyond the mere distribution of food and accommodation, providing complementary information, accompaniment, assistance and orientation measures, through the construction of individual paths to socio-economic integration³⁷. However, Extraordinary Reception Centres (*Centri di Accoglienza Straordinaria*, CAS) have been recurrently established to compensate for the underdevelopment of SPRAR, following a top-down approach. The CAS prevailed in quantitative terms, despite their temporary and emergency features.

Following the North Africa Emergency, the “National Reception Plan” (Legislative Decree, 142/2015) established **dispersal policies for ASRs** (with a threshold of 2,5 ASRs every 1000 inhabitants), significantly increasing the number of ASRs in rural and mountain areas. With Law 132/2018, the SPRAR has been replaced by the System of protection for holders of international protection and for unaccompanied foreign minors (*Sistema di protezione per titolari di*

³⁵ Consolidated Law on Immigration (D.Lgs. 286/1998), as amended in particular with Law 189/2002.

³⁶ Art. 32 Law 189/2002.

³⁷ SPRAR/SIPROIMI Official Website: <https://www.siproimi.it/lo-sprar>

protezione internazionale e per minori stranieri non accompagnati, SIPROIMI), restricting the access to integrated reception services to recognized refugees only. SIPROIMI was amended again with D.L. 130/2020, which makes the current frame for ASRs reception under redefinition.

The legal frame for **reception and integration services for ASRs** (Asylum-Seekers and Refugees) substantially developed on the basis of a bottom-up process in which experimentations started by local authorities and civil society where later on institutionalized in the legal framework (Campomori & Caponio, 2016; Marchetti, 2012). The SPRAR (System for the Protection of Asylum-Seekers and Refugees) model, recently dismantled by a new national legislation, was regarded as an example of European best practice because it created “a system in dialogue with the territorial context that support the establishment of relations between ASRs and the community” (Cittalia-Fondazione ANCI, 2019; OECD, 2018; SIRIUS, 2019, p. 428). However, the asylum field is characterised by the emergency approach. The CEASEVAL project assessed the expansion of the reception system since 2011, noting the lack of coordination mechanisms among State, Regional and Local Authorities relating to the governance of CAS, SPRAR and today’s SIPROIMI tools (CEASEVAL, 2019).

Law 132/2018 goes in the opposite direction to the integration services offered by SPRAR, firstly because asylum seekers are not any longer hosted in the new SIPROIMI reception system, but only in the first-line governmental centres or CAS (SIRIUS, 2019). Restrictions to the validity of the asylum requests to obtain the municipal records caused restrictions in the access to public services, violating the principle of equality laid down in Article 3 of the Constitution (ASGI, 2018). Finally, the abolishment of humanitarian protection restricted access to the reception system and increased the number of people in an irregular situation.

2.6.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Amending the Consolidated Law on Immigration, the Law 189/2002 (so called Bossi-Fini) has adopted a **utilitarian approach** in the management of regular permits, basing the entrance and the permanence of migrants on a system of quota set up annually by the government according to the request of workforce. Thus, the regular stay of TCNs in the country is now strictly subject to the exercise of a regular working activity, which must be certified through the residence

contract and the issue of a residence permit of up to two years for permanent relationships (up to one year in other cases). Together with this utilitarian approach, the Bossi-Fini Law introduced the criminal offence for irregular entry and established the so-called Identification and Expulsion Centres for those foreigners who are expected to be returned.

Despite the attempt to better link regular migration to the needs of the labour market, the so-called Decreto Flussi has failed to answer the actual needs of the Italian economy, opting instead for the progressive reduction of quotas since 2011 (Fullin & Reyneri, 2011). This is in line with what Ambrosini (2001) previously called an **"implicit model" of inclusion**, characterised by the **frequent use of informal practices and policies**; while official policies are slow to be formulated and, in any case, still struggle to find their coherence and long-term perspective. The clearest example of this approach is the employment of irregular migrants in agriculture, which is severely punished by criminal law but in practice is still encouraged by the lack of the possibility to obtain a valid residence permit. Also, in this case, the spread of irregularity is given by a purely utilitarian rationale, which aims to keep migrants labour undeclared, with low prices and few guarantees. It is not by chance that the regularisations of the 2020 Amnesty only took place in order to meet the working needs produced by the pandemic.

In 2012, the **Integration Agreement** was established, in the context of the Security Package adopted by the Berlusconi's government in 2009. As stated in the art. 4-bis of the amended Consolidated law, "integration is that process aimed at promoting the coexistence of Italian and foreign citizens, in compliance with the values enshrined in the Italian Constitution, with the **mutual commitment** to participate in the economic, social and cultural life of society". The cultural obligations of migrants are defined in the integration agreement, which is valid for two years and commits TCNs on some main points: the achievement of a sufficient level of knowledge of the Italian language (level A2 of the Common European Framework of Reference for Languages, CEFR), the Italian Constitution and civic culture, including the health sector, the education system, social services, the functioning of the labour market and tax obligations; in addition, foreigners who aspire to a residence permit must also ensure compulsory schooling for dependent minors (Caponio, 2012).

Following the North Africa Emergency, a three-level reception system for ASRs was established

by the Legislative Decree n.142/2015, with a stronger cooperation with regions and local entities. Although already existing since at the beginning of 2000s, the widespread of SPRAR reception system has brought a new way of conceiving the relationships between TCNs and small municipalities. Local authorities, in collaboration with the private and third sector, guarantee "integrated reception" interventions that go beyond the mere distribution of food and housing, providing legal and social guidance towards independence, as well as the construction of a personalised paths for inclusion and socio-economic integration. As stated in the operating manual of 2015, the SPRAR must be based on **territorial networks** and be perceived as an integral part of **local welfare** which is capable of making changes and strengthening the network of services that can be beneficial for the whole community. In this respect, Article 8 of Law Decree 13/2017 introduced the new Article 22-bis into LD 142/2015, relating to the participation of the asylum seekers, on a voluntary basis, in activities of social benefit to local communities. The Prefect is the promoter of these activities, who signs Memoranda of Understanding with municipalities, regions and third sector organisations.

The 2017 Integration Plan is based on the balance between the rights and obligations among the parties involved, where the foreign citizen is committed to "learn the Italian language, share the fundamental values of the Italian Constitution, respect the laws, participate in the economic, social and cultural life of the territory in which he/she lives"; while, on the other hand, the country of destination guarantees "equality and equal dignity; freedom of religion; access to education and training; interventions aimed at facilitating inclusion in the society and adherence to its non-negotiable values".

After the change of government in 2018, the Law 2018 n. 132 recognises the need "to identify the cases in which special temporary residence permits are issued for humanitarian reasons"; to guarantee the "effectiveness of the execution of expulsion measures"; and "to prevent the instrumental recourse to the application for international protection"; rationalising the use of SPRAR system, as well as the provisions to ensure the recognition of the citizenship. New irregularities and less guarantees are the results of this Law, discouraging the coexistence with the local population.

2.6.1.3 FOCUS AND PERCEPTION

At official level, the Italian migration policy has put the economic and labour market needs of the country at the centre of the coexistence between Italian and foreign citizens. Together with the utilitarian approach, a clear **repressive and securitarian** stance came with the Bossi-Fini Law, which introduced the criminal offence for irregular entry and established the so-called Identification and Expulsion Centres for those foreigners who are expected to be returned.

With regard to integration policies, a decisive step to define the coexistence between Italian citizens and TCNs was taken up in 2012 with the establishment of the Integration Agreement, in the context of the Security Package adopted by the Berlusconi's government in 2009. This is the basis for a **differential treatment** towards foreigners, who are obliged to sign an agreement if they want to benefit from some basic services although they should be guaranteed by the universalistic approach of the Italian Constitution. The document defines also a clear **assimilationist approach**, where the migrants are committed to learn the language and the culture of the country, while no proactive actions are required from the side of the government or local entities to support an intercultural dialogue among cultures. The coexistence between Italian citizens and TCNs has faced new changes in the political shift occurring in 2013-2018, the centre-left coalition's rhetoric on integration was partly based on the leftist assumption that **it brings advantages to the Italian society and economy overall**.

The 2017 Integration Plan for beneficiaries of international protection was another step towards a **more participative and equal understanding of the coexistence**. On the contrary, the 2018 change of government represented a step backwards for the equal coexistence between TCNs and Italian citizens, which has made the **security and immigration nexus** the focal point of its election campaign. New irregularities and less guarantees are the results of this change, discouraging the coexistence with the local population and resulting, more often, with processes of **marginalisation** and **segregation** of TCNs.

2.6.2 MATILDE REGIONAL LEVEL

2.6.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Scaling down to the regional level, and considering the two Italian MATILDE regions, Caponio et al. (2019) examined the governance of ASRs reception in the **Metropolitan City of Turin** highlighting the establishment of the Roundtable on Asylum as a best practice: its aim is to coordinate local authorities with the Third sector and Civil Society organizations (CSOs) managing SPRAR centres and public-private integration services for asylum seekers and refugees. Within this institutional space, conflicts between municipalities and the central state arising from the imposition of CAS centres have been solved by protocols entrusting Municipalities, rather than the private/third sector, with the tasks of setting up and managing CAS. As a consequence, several cases of good reception practices in rural and mountain areas were reported in Piedmont (FIERI, 2017; Perlik et al., 2019).

Reception policies in **South Tyrol** have been recently analysed by Degli Uberti (2019) and Semprebon et al. (2020), particularly regarding the challenges deriving from the transit of ASRs along the Brenner route, that from 2013 became a new, contentious “space of transit”. Both authors consider the phenomenon of the so called “out of quota”, ASRs autonomously arrived on the territory of South Tyrol, and as such excluded from the support services guaranteed to those who arrive through the national redistribution plan. Shelter problems and the impact of the 2018 national reform are considered in the 2020 dossier by Fondazione Langer and Antenne Migranti, that exposes the persistent lack of mechanism for the inclusion of asylum seekers who have arrived autonomously in the province. Finally, the 2020 EUMINT report addresses the challenges related to labour integration of ASRs in the provincial labour market, focusing on the plurilingual context, bureaucratic rigidities and the matching between supply and demand of labour (Raffaele-Addamo & Membretti, 2020).

Following the 2001 constitutional reform, Regions, Autonomous Provinces (such as South Tyrol) and Local Administrations consolidated their position in “removing obstacles to housing,

language and social integration”³⁸.

Both MATILDE regions have adopted *ad hoc* legislation on the integration of foreigners, although with a significative time gap: for **Turin**, the legal frame is the **Piedmont Regional Law on Immigration adopted in 1989 (Law 64/1989)**, while for **South Tyrol** it is the **Provincial Law 12/2011 ‘Integration of foreign nationals’**.

Both measures recognize the important role of local administrations, favour the knowledge of Italian language (for South Tyrol, also German and Ladin), and define the framework for TCNs access to social provisions including housing, education and vocational training.

The 2016 Integration Agreement ‘Living together in South Tyrol, a pact for integration’ (Convivere in Alto Adige, un patto per l’integrazione) has updated the guidelines for the integration activities, underlying once again the participatory process that involved all citizens and defines mutual obligations and rights. However, third sector organizations have seen the Integration Agreement as a clear turning point, where the main themes of the agreement have become: “support for commitment”; “balance between giving and having”; “active participation in the integration process”; etc. In this direction, in 2018, this approach has challenged the universal principles established by the Consolidated Text on Immigration and the Italian Constitution, linking the provision of certain services to the knowledge of the local language and the culture of the Province. In fact, the Resolution no. 902 of 11 September 2018 has officially introduced the aim “to link, in compliance with the principles of proportionality and reasonableness, the Province’s services that go beyond those essential to basic knowledge of provincial languages as well as to knowledge linked to the local society and culture”.

2.6.2.2 FOCUS AND PERCEPTION

The Autonomous Province of Bolzano promotes the mutual recognition and the enhancement of cultural, religious and linguistic identities, inspired by the principles of equality and religious freedom, in accordance with Articles 8, 19 and 20 of the Italian Constitution. The Integration Agreement in 2016 can be observed that the approach has become rather “**assimilationist**” and

³⁸ Art. 3 § 5 of D.Lgs. 286/1998.

”one-way integration”, instead of increasing participatory/inclusive elements and a strategic orientation to the universal needs of migrants. For a province where the historical minorities are protected so strongly, the Resolution no. 902 in 2018 represents a serious discriminatory threat for the multicultural coexistence in the territory.

2.6.3 MATILDE LOCAL LEVEL

2.6.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Local administrations in both MATILDE regions operate within the framework of regional/provincial normative, within the general context defined by national legislation; in particular, for Turin, the legal frame is the Piedmont Regional Law on Immigration adopted in 1989 (Law 64/1989), while for South Tyrol it is the Provincial Law 12/2011 ‘Integration of foreign nationals’.

Both measures recognize the **important role of local administrations**, favour the knowledge of Italian language (for South Tyrol, also German and Ladin), and define the general conditions for TCNs access to social provisions including housing, education and vocational training.

Considering **South Tyrol**, at Provincial level, the coexistence between South-Tyrolean population and TCNs finds its legislative basis in the Provincial Law 12/2011, which seems to reflect the multicultural history of the region. The Article 1 recognises the integration **“as a process of mutual exchange and dialogue”**, which aims to avoid concentrations and ghettoization phenomena.

At local level, **policies for migrants’ integration adopted in South Tyrol** are shaped by demographic trends and their spatial distribution (Mitterhofer & Wisthaler, 2017). Local administrations (i.e. municipalities and districts) have been given relevant competence on the integration subject since the adoption of the Law on Integration in 2011 (Cutello & Weiß, 2019; Mitterhofer et al., 2016)

An important role with respect to local integration processes is held by the *Comunità Comprensoriali*, e.g. the 8 district communities that act as administrative units located between

the autonomous province of Bolzano and the municipalities, with tasks delegated by the province itself: among these tasks, there is managing migrants' integration processes at local level (access to welfare services, housing, job ..) and running decentralised welcoming initiatives for ASR (e.g. SPRAR/SIPROIMI projects).

Third sector organizations play a crucial role at this territorial scale, especially when they make up for national budget shortages; at the same time, it seems crucial for the integration of migrants the role of local schools (in South Tyrol, influenced by the plurilinguistic context), housing policies and political system (Medda & Membretti, 2020). The existence of separate and parallel state school systems for the three official linguistic groups³⁹ is assessed as creating strong barriers to integration in the educational system by migrants with cascading effects in other fields (Membretti & Cutello, 2019).

Relating to the **MCTurin**, as already discussed the legal framework is the Piedmont Regional Law on Immigration adopted in 1989 (Law 64/1989).

In particular, it was established in 2002 the **Regional Observatory on Immigration and Asylum**, at the Institute for Economic and Social Research of Piedmont, with the aim of collecting, analysing and disseminating data on migration flows and living conditions of people of foreign origin present in the region. The Immigration Observatory pursues the following three objectives: to offer an in-depth and organic interpretation of the migratory situation in Piedmont; to provide the adequate tools to elaborate innovative public policies with which to face the different problems of immigration; to make available data, information, documents of interest for administrators and public and third sector operators who intervene on the subject, in order to support their cognitive and decisional activity.

According to art. 42 of the Legislative Decree 286/98, the Region promotes a list of Associations, Local Authorities and Public Bodies, carrying out activities in favour of immigrants, to be published on the *Piemonte Immigrazione* portal, in order to favour a systemic approach, giving

³⁹ German, Italian, Ladin linguistic groups.

visibility and recognition to the realities operating on the regional territory.

At local level, and in particular considering ASR reception, small and rural/mountain municipalities play a significant role, as reported by FIERI and Dislivelli (FIERI, 2017), through the analysis of 22 “best practices” related to reception projects for asylum seekers and refugees both in urban and rural areas of Piedmont (FIERI, 2017).

2.6.3.2 MAIN POLICIES

According to the Regional Law on integration 15.11.1989, n. 46, Piedmont Region promotes initiatives “to grant non-EU immigrants, and their families residing in the regional territory, all the rights according to the inspiring principles of the Italian Constitution”, as well as the “freedoms enshrined in the Universal Declaration of Human Rights”; and supports equal opportunities in civil society, **protecting their linguistic and cultural identities and their relations with the country of origins**. In this respect, the entire article 16 of the Regional Law on integration is dedicated to the promotion and protection of the TCNs’ culture in the Region, which should also be fostered through a series of initiatives for the teaching of the mother tongue and the culture of origin.

Regarding the fight against discrimination, Piedmont is one of the most active regions in this field, having already signed a partnership with UNAR (National Office for Racial Discrimination) and adopted *ad hoc* legislative measures as the Regional Law no. 5 of 23 March 2016 “to ensure and promote substantial equality contained in the Article 3 of the Constitution”. To achieve this goal, however, the Metropolitan City of Turin, as the other institutional levels with competencies in this field (Region and Municipalities), should establish structured policies capable of removing the existing gap in the access to basic services. Structured policies are still needed for access to housing, health, education, access to work and all those services that affect basic integration of migrants into the host society. Otherwise, the universalism of these measures remains only on the official document and discrimination still acts in practice.

2.6.3.3 FOCUS AND PERCEPTION

The most important services of the Metropolitan City of Turin are related to education and vocational training, employment, equal opportunities and social policies. At Metropolitan level, a

good part of the integration measures for migrants are the results of **local actors' initiatives**. This bottom-up approach allows for the development of interventions according to local specificities, but at the same time it increases the dependence of these policies on the good will and commitment of officials and decision-makers⁴⁰.

The role of local authorities, together with other local bodies and associations/NGOs, is evident while considering the policies targeting **asylum-seekers and refugees** within a national system of resettlement of this population into rural and mountain areas.

In 2018, **South Tyrol** reception system provided 1,800 places for ASR in 30 facilities. At the end of 2016, 10 CAS were located in the city of Bolzano, which hosted 77% of the total ASRs in the Province (Mitterhofer & Wisthaler, 2018). With an important change compared to previous years, in September 2017 the eight Bolzano District (*Comunità Comprensoriali*) joined the SPRAR network and submitted to the Ministry of Interior applications for 223 places, which will then be approved at the end of December 2017⁴¹. Following the National Reception Plan, with the **Circolare Critelli** the provincial Department for Social Policies excluded from temporary reception ASRs arriving autonomously in the province, i.e., all persons who were not part of the redistribution flows determined by the Ministry of Interior. The out-of-quota were thus left on informal settlements, which found support from local NGOs and civil society only (Antenne Migranti, 2019).

At the end of 2018, the **MCTurin** hosted a total number of 4720 ASRs in its reception structures, 1027 of them through SPRAR system, with more than a half located outside the Municipality of

⁴⁰ Progetto MC2CM, Profilo Migratorio della Città Metropolitana di Torino, 2020. <http://www.cittametropolitana.torino.it/cms/risorse/europa/dwd/cooperazione/Mc2cM/Sintesi-Profilo-migratorio-CMTO-IT.pdf>

⁴¹ Consiglio Comunale di Bolzano, Relazione sull'attività della Referente per i richiedenti asilo e rifugiati, available at: https://www.comune.bolzano.it/UploadDocs/21198_RELAZIONE_REFERENTE_per_CONSIGLIO_pdf.pdf

Turin (Osservatorio stranieri, 2018). Financed by AMIF 2014-2020, Piedmont region has also been involved in the setting up of human corridors to facilitate the arrival of Syrian refugees from Lebanon, as well as a series of projects aimed at fostering the integration of refugees already present on the territory⁴².

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⁴² The list of projects supported by the Piedmont region through AMIF 2014-2020 are available at: <https://www.regione.piemonte.it/web/temi/fondi-progetti-europei/fondo-asilo-migrazione-integrazione-fami>

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2.7. NORWAY

Authors: Maria Taivalaari Røhnebæk, Signe Lise Dahl, Nora Warhuus Samuelsen & Per Olav Lund

2.7.1 NATIONAL LEVEL

2.7.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Migration to Norway has clearly increased over the last 20 years. Comparing to other OECD countries, immigration to Norway has been among the highest relative to the population size (NOU, 2017).

The expansion of EU member states in 2004 impacted the migration flows since this led to a drastic increase in the work migration from European countries. This has led to a more heterogenic and culturally diversified population in Norway, especially over the last two decades. The influx of refugees and migrants to Europe in 2015, led to an all-time high number of asylum seekers also to Norway. The number of applicants tripled compared to the average in previous years. In the subsequent years, the government has followed a stricter immigration policy for asylum seekers and refugees (NOU, 2017).

There have been several policy measures to ensure integration and social inclusion of refugees and asylum seeker, while few programs exist for migrant workers. For instance, language tutoring and different qualification measures are provided for resettled refugees in the municipality through the national 'Introduction program'. There are no equivalent measures aimed at migrant workers.

The introduction program is the most comprehensive integration measure implemented at a national scale in Norway. The program has been regulated through the Introduction Act, which was introduced in 2003.

On January 1st, 2021, the Introduction Act was replaced by the Integration Act, as part of a major integration reform. The new act places more emphasis on education, training, and work, where expectations and responsibilities to national authorities, regional/ county authorities and

municipalities are more clearly specified. Requirements and expectations for immigrants are also made clearer and somewhat stricter.

2.7.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The Ministry of Justice has responsibility for the Government's immigration policy, whilst the **Ministry of Education and Research** is responsible for the integration policy. Several other Ministries and directorates and government agencies are also involved: The Ministry of Justice and Public Security, The Ministry of Labour and Social Affairs and The Ministry of Foreign Affairs. Other involved administrative bodies are the National Police Directorate, the Immigration Appeals Board, and the Norwegian Children, Youth and Family Affairs Services.

The directorate of immigration (UDI) under the Ministry of Justice is mainly responsible for the regulation of immigration, and process applications for asylum, residence and work permits. (see also <https://www.udi.no/en/about-the-udi/about-the-udi-and-the-immigration-administration/who-does-what-in-the-immigration-administration/>)

The immigration Appeals Board (UNE) considers appeals against UDI's decisions based on the immigration Act, Immigration Regulations and the Nationality Act. UNE is superior to UDI in legal interpretations, and UNE forms as such the legal practices of UDI.

The directorate of Integration and Diversity (IMDi) under the Ministry of Education and Research implements the Government's integration policies (see also <https://www.imdi.no/en/>)

Skills Norway is under the Ministry of Education and Research and also a partner for IMDi (see also <https://www.kompetansenorge.no/English/Immigrant-integration/>). Skills Norway is a competence centre and an advocate for the development of content and pedagogical approaches related to the teaching of Norwegian language and social studies to adult immigrants, including career guidance and the final tests in Norwegian language, Norwegian citizenship and social studies for immigrants.

2.7.1.3 MAIN POLICIES

(Utlendingsloven), the Norwegian Nationality Act (Statsborgerloven), the Introduction Act (Introduksjonsloven) and the newly introduced Integration Act.

- **The Immigration Act** from 2008 regulates foreigners' access to Norway. The overall immigration and refugee policy are largely regulated through this act and related legal documents. The Act provides the basis for regulating and controlling the entry and exit of foreign nationals and their stay within the national borders, in accordance with Norwegian immigration policy and international obligations. <https://lovdata.no/NLE/lov/2008-05-15-35>
- **The Norwegian Nationality Act** is the law that determines how people can obtain Norwegian citizenship, and how the citizenship can be lost. The act contains provisions on obtaining citizenship at birth, at adoption and upon application. Applicants are required to clarify their identity, have a residence permit, have lived in Norway for at least 7 of the last 10 years, and who intend to live in the country. Applicants also need to meet requirements for participation in a Norwegian-language course. New from 2020 is the possibility of dual citizenship. <https://lovdata.no/lov/2005-06-10-51>
- **The introduction Act** was introduced in 2003. The law has been the government's most important tool for integrating refugees. The purpose of the act is to strengthen the opportunity for newly arrived immigrants to participate in working life and society, and to become financial independent. The purpose is also to support immigrants in becoming acquainted with the Norwegian language, culture and social life. <https://lovdata.no/lov/2003-07-04-80>
- **The Integration Act** replaced the Introduction Act from January 1st, 2021. In the new Integration Act, the counties regional responsibility for the integration work is legislated. New is also that asylum seekers who live in reception centres are required to participate in training in Norwegian language, culture and values. The course emphasizes that the Norwegian society is built on humanistic values such as freedom, equality and respect for the individual. <https://lovdata.no/lov/2020-11-06-127>
- **Temporary Act on Adaptations to the Introduction Act:** This act was put in action the 26th of May 2020 to remedy consequences of the Covid 19 pandemic for participants in

the introduction program. The act contains measures to strengthen integration, related to language skills, prolonged integration and introduction program, and secondary education. <https://lovdata.no/lov/2020-05-26-53>

Central government white papers are:

- Meld. St. 30 (2015-2016) From reception centre to the labour market – an effective integration policy. Report to the Storting (white paper). <https://www.regjeringen.no/en/dokumenter/meld.-st.-30-20152016/id2499847/>
- Meld. St 6 (2012-2013) A comprehensive integration policy – Diversity and community. Report to the Storting (white paper) <https://www.regjeringen.no/en/dokumenter/meld.-st.-30-20152016/id2499847/>

Central government green papers are:

- Official Norwegian Report (NOU) 2017: 2 *Integration and trust*. <https://www.regjeringen.no/en/dokumenter/nou-2017-2/id2536701/>
- Official Norwegian Report (NOU) 2011:7 *Welfare and Migration. The future of the Norwegian model*. <https://www.regjeringen.no/no/dokumenter/nou-2011-07/id642496/>

2.7.1.4 FOCUS AND PERCEPTION

The cultural heterogeneity in Norway has been gradually shaped and affected by immigration since the 1970s. The concept ‘integration’ has been the dominant concept used in policy discourse over these years. The Norwegian official report from 2017 refers to the classical sociological definition of integration, understood as a two-way process. Moreover, the report state that overall aim of integration policies, in simple terms are well-functioning societies (NOU, 2017, p.165).

The white paper ‘[Meld. St 6 \(2012-2013\) A comprehensive integration policy – Diversity and community](#)’ states that ‘the most important goal for the Government’s integration policy is to ensure that all citizens are able to utilise their resources and participate in the society. All citizens have rights and obligations, and should have the opportunity to participate in, and contribute to, working and social life (Short version of the report, p.3).

The sustained relevance of the term ‘integration’ in Norwegian policy discourse is reflected in

the implementation of new 'integration act'. The aim is to 'ensure early integration of immigrants into the Norwegian society and that they become financially independent. 'The act shall contribute to ensure that immigrants obtain good Norwegian language skills, knowledge about Norwegian society, and that they obtain formal qualifications and are included in the labor market in a long-term perspective. The act should furthermore enable asylum seekers to gain knowledge on the Norwegian language and society' (Integration Act §1).

When integration was coined as a dominant concept and strategy, it was positioned in contrast to the concept of assimilation, which was perceived as the dominant strategy of the past, where minority groups (indigenous groups/Sámi people in Norway) were forced to adapt to the majority culture and as such suppress their cultural identity and heritage. Thus, the term 'integration' was highlighted as the prominent concept, focusing on the relations between the minorities and the majority population. This strategy aligns with those in many other European countries (NOU, 2017).

The clear-cut distinctions between assimilation and integration have become more nuanced over the years. For instance, there have been discussions related to what extent the government should interfere in norms and cultural practices of diverse (minority) groups; what choices should be confined to a private sphere of groups and/or individuals and to what extent should the government find ways to counteract tendencies of segregation and societal disintegration.

The Norwegian integration policies have on one hand aimed to ensure minorities' access to equal social rights and opportunities for social mobility. At the same time, it has encouraged diverse forms of cultural and religious identities. This has become increasingly debated and controversial, as public debates and integration policies place more emphasis on social participation as a precondition for integration. This is referred to as the 'civic turn' in debates on integration, which implies that access to public resources (such as social security and welfare schemes) is increasingly conditioned (Djuve, 2011). Thus, integration is increasingly linked to conditions which is supposed to strengthen opportunities for participation and inclusion. This indicates that the civic turn contains authoritarian traits. Clear examples of this are expressed in the introduction programs in which settled refugees have a right and obligation.

Other examples of increased focus on conditionality are expressed in rules for application for citizenship, where from 2017 applicants must fulfil an income requirement. It also basically implies that applicants should not have received social security benefits for the last 12 months. The intention is that this works as ‘incentives’ for integration. However, these demands put pressure on immigrants to prioritize getting any job and income instead of prioritizing education. This may weaken immigrants’ long-term labour market inclusion because unskilled employees are the most vulnerable to insecurity and fluctuations in the labour market. It also impacts negatively on those with little or no formal education from their country of origin.

2.7.2 MATILDE REGIONAL LEVEL

2.7.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Counties: A recent regional reform reduced the number of counties in Norway from 19 to 11. With the reform, these eleven counties have been given new responsibilities on integration. Furthermore, the new Integration Act implies legal responsibilities also for counties. This includes career guidance for newly resettled refugees, tuition in Norwegian language and culture for those attending upper secondary school, developing plans for the qualification of immigrants, and to recommend the number of refugees to be resettled in each municipality.

Innlandet county council (the county in which the Norwegian Matilde field study research is set) also has a Board of Integration and Diversity at the County level, which consists of representatives with an immigration background. The board gives policy advice to the county council.

2.7.2.2 MAIN POLICIES

There are various strategic planning documents developed at the regional, county council level. The documents highlight the importance of immigration to curb the negative effects of an aging and declining populations. The regional strategy for Innlandet (2020-2024) (Inland County, 2020) has inclusion as one of four strategic areas. Also, strategic documents related to transport, infrastructure, skills and competencies, and regional economic development have implications for integration. Immigration and integration are integrated themes throughout these documents.

The regional policies have placed emphasis on continued resettlement in rural and remote areas throughout the country. This means that the regions and rural municipalities have important and comprehensive responsibilities when it comes to immigration and integration of (refugee) immigrants.

2.7.2.3 FOCUS AND PERCEPTION

As a result of the regional reform, counties were merged and given more responsibility, and the new structure was in place from January 2020. The reform led to a transfer of responsibilities from IMDi's regional offices (which were closed down) to county councils. This includes specific responsibilities, among others, in the areas of resettlement of refugees, voluntary sector, negative social control, and education and qualification of immigrants. This has also led to new strategic partnerships at the regional level. All counties now have staff dedicated to integration issues. The new responsibilities have led to increased focus on integration. This is reflected in regional/county council strategies, that are currently being developed throughout the country.

Prior to 2021, the counties did not have any legal obligations regarding integration (this came into force with the new Integration act). However, the counties have worked with integration of immigrants for example within the areas of culture, sports, public health etc. The councils have also administered grant schemes that have targeted immigrants. With the new Integration Act, county councils were given legal obligations (see 2.1), which has led to an enhanced focus and strategic work regarding integration. The Integration Act has a strong focus on formal qualifications, and on maximising the number of participants in the introduction programme who complete upper secondary school. Since upper secondary schools already are the responsibility of the county councils, this falls naturally under their portfolio. This is also the case with career guidance. Although immigrants represent a new target group for the county councils, they already have experience and expertise in the field of career guidance. Furthermore, the new Integration Act gives county councils the responsibility for developing plans for the qualification of immigrants, and to recommend the number of refugees to be resettled in each municipality, where refugees are to be resettled in areas with education and work opportunities. This also falls naturally under the portfolio of the county councils, since this is linked to their knowledge about the regional/local educational and job market opportunities. All in all, the Introduction Act

strengthen the county councils' role in social development and is thus regarded as a valuable change.

2.7.3 MATILDE LOCAL LEVEL

2.7.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Municipalities: Resettlement of refugees is a voluntary task for municipalities and is done in cooperation with IMDi. The municipalities are responsible for ensuring that refugees and their families receive individual tuition and training according to the Introduction/Integration Act.

Some municipalities have an International Board, that gives policy advice on integration and inclusion matters, such as Tynset and Alvdal (currently being established) that are both case locations of MATILDE.

2.7.3.2 MAIN POLICIES

The integration work at municipal level is guided by the Introduction/Integration Act (both Acts will be implemented in a transition period). The Integration Act is more specific on the content, duration and aim of the introduction programme, hence gives more guidance to the municipalities (and less flexibility). IMDi and Skills Norway have developed digital tools, legal guidelines and knowledge-based recommendation for municipalities on how to implement the Integration Act.

As such, the municipalities are mainly responsible for implementing the national policies on integration. Still, strategic documents at both at municipal and regional levels discuss (refugee) immigration as important for counteracting demographic change and population decline in rural areas.

Plans for Integration of immigrants and refugees is reflected in strategic documents at municipal level. Several municipalities also have separate thematic plans for integration, e.g. Tynset (one of the case municipalities of MATILDE).

2.7.3.3 FOCUS AND PERCEPTION

Norway has emphasized on geographical dispersal when settling refugees, so there are settlements in rural and remote areas. This implies weakened employment opportunities for immigrants, and employment rates are lower among refugees settled in remote areas compared to those in more centralized urban areas. Settlement of refugees is a voluntary task, but is still attractive for rural municipalities, because it counteracts population decline; it creates public service jobs locally and the municipality receives financial compensations from the central government to cover cost for settlement and integration. Resettlement of refugees is perceived as having a positive impact on the local economy and regional development.

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2.8. SPAIN

Authors: Raúl Lardiés Bosque & Nuria del Olmo Vicén

2.8.1 NATIONAL LEVEL

2.8.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

The important immigration process that Spain received from the 90s until the beginning of the economic crisis in 2008 was characterized by a high level of integration of the foreign population; this contrasts with the experience of other countries where high immigration is perceived as a threat (Portes & Rumbaut, 2010). In Spain, the context of economic boom with growth and job creation was a key aspect to understand the unexpected arrival of a large immigrant population to occupy a job in the labour market (Izquierdo, 1996) between the middle of 1990s and the late 2000s. The Spanish case is peculiar because during the years of intense immigration it achieved a notable degree of integration of this population, despite the lack of planning and clear political action (Cebolla & González, 2013).

Access to employment is a necessary condition to guarantee the citizenship rights of the immigrant population and coexistence with the native population. The insertion of immigrants into the labour market has facilitated their access to health, education and housing services, as well as the access to other social services and benefits (Jódar et al., 2014). Thus, having a job and the contribution to Social Security, much more than being registered in a municipality, allows the access to social citizenship rights, such as benefits, pensions and other aid (Moreno-Colom & De Alós, 2016).

Some authors highlight the strong increase in GDP and employment during the 2000s, and the improvement in the working conditions of natives, as factors that explain the strong entry of immigrants into certain activities and to understand their concentration in the activities that do not want the natives (Pérez, 2009). The majority of immigrants improve their situation with the passage of time in Spain, which is why the length of stay in the Spanish labour market is important. It is a segmented mobility (Aysa-Lastra & Cachón, 2013) that occurs in each segment of the labour market. Therefore, although there are probabilities of upward mobility of the

immigrant population, the reality is that there is evident discrimination in the labour market, which is segmented and segregated (Moreno-Colom & De Alós, 2016).

Another factor of integration is housing. The strong arrival of immigration in Spain in the last two decades coincided with the real estate boom in time, especially between 2000 and the beginning of the crisis in 2008. A general option among many immigrants in Spain has been to rent a room, but after some time in the country, their residential condition usually improves (Leal & Alguacil, 2012). Sometimes there have been concentrations of the immigrant population in the most degraded or marginal neighbourhoods, especially in the largest cities, but without the formation of ghettos or areas spatially differentiated from the native population: thus, less than 20% of immigrants live in communities in which more than half of the neighbours are also immigrants (Colectivo loé, 2012). Therefore, there are not as high levels of residential segregation as in other European countries (Cebolla & González, 2013).

On the other hand, the characteristics of the labour integration of the immigrant population and their level of citizen integration have contributed to the third level of integration: coexistence, which complements the three dimensions of sociocultural integration (with work and housing). The low competition for the same jobs between native and immigrant workers, also for the same services and benefits, and the fact that female immigration has facilitated access to the labour market for native women, suggests high levels of acceptance by the population immigrant on the part of the native population. In fact, except for some sporadic episodes of xenophobia, the levels of coexistence between the immigrant and the native population in Spain have been relatively high (Cebolla & González, 2013). As Subirós puts it: “the same society that receives immigrants with fears and misgivings, with stereotypes, is the same that needs them; without them it could not function” (2010, p. 38).

Based on the previous, it can be affirmed that sociocultural integration has been based, to a large extent, on the opportunities of access to employment for immigrants. However, the situation has changed with the arrival of the 2008 crisis and the Covid-19 crisis in 2020; in this situation, the immigrants stops having a job, the access to social benefits and to be able to renew their work permit is in danger, and it approaches situations of irregularity and xenophobia. The end of the labour integration of immigrants, with the increase in unemployment, especially of long duration,

and the precariousness in the labour market, raise doubts about their sociocultural integration (Moreno-Colom & De Alós, 2016). This integration disappears for a good part of the immigrant population, because the prospects of labour integration are their main motivation to settle in Spain (Viruela, 2013).

In crisis situations, and related to coexistence, the growth of unemployment increases competition with the indigenous population for jobs: competition for employment and for the most scarce social resources grows. As a consequence of this, changes have been observed regarding the attitudes of natives with respect to the immigrant population in Spain (Moreno-Colom & De Alós, 2016); we must also add to this the rise of some far-right party in the national political panorama (Vox), never seen before in the era of democracy.

2.8.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Spain is a highly decentralised state in political and administrative terms, leading to different "migratory mosaics" (Cachón, 2008 & 2009a). The national government is responsible for migration policies governing entry into Spain, entitlement to Spanish nationality and the conditions for staying in Spain, family reunification, and for applying for refuge or asylum. Responsibility for entry, settlement, family reunification and nationalisation policies currently lie with the Ministry of Inclusion, Social Security and Migration, which liaises with the Ministry of the Interior (Directorate General of International Relations and Foreigners) (Basic Law N°. 4/2000 of 11th January on the rights, freedoms and social integration of foreigners in Spain); this Law has been amended several times to bring it in line with the current state of migration and economic cycle (most notably in Laws 8/2000, 14/2003 and 2/2009), and was last amended on 04/09/2018. Other major measures include the six extraordinary regularisations that took place in Spain between 1985 and 2005.

2.8.1.3 MAIN POLICIES

In Spain is made no distinction between foreigners with or without residence authorization when defining and defining the groups that are the target of the policies. Spain has legal reasons that oblige to include all immigrants who are in its territory within its integration policies, regardless of whether or not they are authorized to remain there. That reason is that the Spanish

Constitution determines that foreigners in Spain have the same guaranteed public rights and freedoms as Spaniards (García Juan, 2015). In addition, Spain is obliged to include all immigrants in its public integration policies as a means of social roots, and in order to obtain administrative regularity.

The main actions on integration derived from migration policy have been the development of two national plans to foster the foreign population's integration (1st and 2nd Strategic Citizenship and Integration Plan (Spanish acronym: PEI); PEI 2007-2010 and PEI 2011-2014). These plans were the linchpin for drafting the sector-specific integration policies for which the Autonomous Regions are now responsible.

The Spanish government has lacked policies to promote full integration of immigrants' social citizenship until the approval of Organic Law 2/2009 on the rights and freedoms of foreigners in Spain and their social integration (Cebolla & González, 2013).

Since 2015 there have been no new regulations about immigration, being active those previously approved. Specifically, on refugee immigrants, there have also been no new regulations. However, and considering the standardization and mainstreaming principle, some sector initiatives have been approved in Spain, that may affect immigrants.

Regarding the economic and labour aspects of integration, one new initiative was approved in 2018, related to the collective management of hiring workers for 2019 in the countries of origin (Ministerial Order TMS/1426/2018, of 26th December 2018); this implied the possibility of hiring immigrant workers in countries of origin according to occupations, due that this measure had been previously restricted from 2012.

About social and health dimension issues and integration, the National Strategy for the Prevention and Fight against Poverty and Social Exclusion for the period 2019-2023 was also approved (Ministry of Health, Consumer Affairs and Social Welfare, 22/03/2019); this regulation refers especially to the provision of comprehensive care of unaccompanied foreign minors (Spanish acronym: MENAs) to meet their accommodation, education, food and guardianship needs in order to ensure they are properly integrated into Spanish society. It also calls for the promotion of active employment policies to make it easier for vulnerable people, including

immigrants, to find jobs.

- The Minimum Insertion Income, another measure that the Spanish government approved in 07/2020, is intended to alleviate cases of extreme poverty in households and seeks to protect families that suddenly lose their source of income, whether they are natives or of foreign origin. Another measure that the government has implemented in 2020 to limit Covid-19's effect among the poorest people has been to limit evictions and cuts in basic services, and immigrants can benefit from both.
- On the issue of health care, In the summer of 2018, the authorities restored this right to health care with limitations for foreigners in Spain who are no legal residents (Royal Decree Law N°. 7/2018) (previously restricted from 2012. Royal Decree-Law N°. 16/2012).

2.8.1.4 FOCUS AND PERCEPTION

From the national level, social integration is considered as the result of an administrative process that equates rights and obligations to foreigners residing in Spain. In particular, access to welfare system benefits (access to health, education, social services, access to housing, etc.) is recognized. From this theoretical point of view, integration is established with the objective of equalizing rights from an individual perspective.

Martínez de Lizarrondo (2009a; 2009b) describes the Spanish case as a 'patchwork' integration model where there are variations of the same system that fit into a singular policy within the EU: heterogeneity of the different Autonomous Communities within a state umbrella -The Spanish state-; in addition, it has features of a Mediterranean welfare regime, and a differentiation between migratory systems of temporary management of labour and sedentary installation. Different studies show that the Spanish migration model is focused on the needs of the labour market and its management (Martín, 2011). This model links the maintenance of the regular situation of immigrants to their contribution to Social Security and makes the recognition of rights subject to a work permit.

In short, Spain has not had a defined integration model. However, the relatively easy labour insertion of foreigners in a labour market that demands cheap and low-skilled labour has ensured the first level of integration; it is a model that positively conditions subsequent

coexistence with the host population (Moreno-Colom & De Alós, 2016). They are immigrants who have "fit" in jobs that are not in demand by the native population, many of them in agricultural activities, construction, but also basic services (hospitality and tourism), not wanted by the 'Spanish population'. There has been an integration without a clear political model; the employment of one and the other equates these immigrants in relation to the social rights of citizens, guaranteeing a climate of remarkable coexistence. Being an integration that depends on their participation in the labour market, the question remains whether this success will turn into failure in the context of economic crisis: is integration possible without employment?

For this reason, we can ask ourselves if the integration achieved during the years of economic growth is an integration with "feet of clay." That is, sustained by false political values where an essentially labour migration model is presented as one of sociocultural integration. With the change in the economic and migratory cycle, a new scenario emerges where it is necessary to ask whether it is possible to continue without an integration model that defines a clear and coherent strategy beyond the needs of the labour market and its management. The main challenge is to accept that sociocultural integration is not compatible with the management of immigration solely as a labour force. It is urgent to face this challenge before the coexistence shows more symptoms of weakness. Therefore, there is an urgent need to deepen our reflection on immigrant integration policies (García Juan, 2015).

In the cultural issue each country has to find his way. They are not worth models, and Spain is looking for its model. The traditional multicultural Swedish, Dutch or British model does not work. Nor is the French assimilationist model valid. We can learn from the "Spanish" model of diversity management. Spain has several official languages that we have managed to manage, although with some difficulties. Just as we have managed this internal cultural diversity, we must also manage the other diversities. And finally, on the issue of political recognition, in this we must advance notably, since nothing has been advanced in the right to vote. In Europe, a good number of countries recognize the right to vote among immigrants, but this is not the case in Spain (Cachón, 2009b).

2.8.2 MATILDE REGIONAL LEVEL

2.8.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

In Spain, the development of a general migration framework corresponds to the State, and the Autonomous Communities/regional governments are responsible for implementing the national legislation framework. So, regional governments have the competencies in matters of immigration integration policies and, therefore, in the setting and development of integration measures (García Juan, 2015). It must be stressed that in Spain, sector-specific policies comply with the standardisation and mainstreaming principle, which implies that there is no specific legislation or regulations for immigrants, but rather general ones that apply to the entire population as long as they meet certain criteria.

The Autonomous Regions are responsible for managing all the other sector-specific policies (housing, employment, education, social services, etc.) that affect immigrants' lives, always within the framework of national guidelines. These sector-specific policies shown that this decentralized model has led to a highly different levels of integration and to what has been called a 'patchwork' model of integration (Martínez de Lizarrondo, 2009a & 2009b). This model is mainly oriented to documented migrants, except in some sectors like health that has also paid attention to indocumented migrants (Godenau et al., 2014).

Plans for the integration of immigrants have been developed from the Autonomous Communities, but also from municipalities and other institutions. Despite the lack of a clear and coherent national strategy, projects at the autonomous (regions) and local level stand out, such as the various interventions of reception, assistance to access to housing, support for labour insertion, attention to immigrant women, health and access to healthcare, care for unaccompanied minors, education and schooling of immigrant minors, training mediators (Pajares, 2005).

It is important the huge amount of social legislation passed by the Regional Governments. All the policies are included in the integration and citizenship plans that have been drawn up large every four years since 2008. However, it is up to local authorities to implement these policies,

and it mainly the districts that develop integration plans, while the associated services are managed and executed by third-sector institutions. Social organisations are responsible for delivering the services and goods to the local population, a fact that conditions immigrants in rural areas, who cannot access the services because very few social organisations work in those areas.

According to this, there are state calls for subsidies that are annually published in Spain and that are directed to non-governmental organizations (NGOs) and local entities, they must develop innovative programs that promote the social and labour integration of immigrants. Grants for NGOs are co-financed by the Asylum, Migration and Integration Fund (FAMI, in Spanish) since 2014 and by the European Social Fund.

Especially in some Autonomous Communities - Aragon is a good example-, there are a set of outreach and coexistence-oriented policies devised to improve interaction between the local population and immigrants. However, they are still a long way from promoting an inclusive coexistence, since both groups coexist more in time than in space (Giménez, 2005). These policies have not solved the spatial integration issue because, as mentioned earlier, use of public places is stratified, preventing effective integration.

2.8.2.2 MAIN POLICIES

Aragon is an example of where integration policies are developed and applied properly, although the same cannot be said of the other Autonomous Regions. Aragon is also a good example of commitment to the government of diversity, multicultural policies and intercultural dialogue, as a positive resource for cohesion in local policies; this is the path to follow. In this sense, one interesting initiative in Aragon was the Immigration Forum, which the Aragon Regional Government set up in 2002. Also, four major migration-related plans passed in Aragon in the last decades, all of which have been of a global, mainstreaming nature:

- Comprehensive Aragon Immigration Plan, 2004-2007
- Comprehensive Plan for Intercultural Coexistence in Aragon, 2008-2011
- Plan for Inclusion and Intercultural Coexistence in Aragon, 2014-2016
- Comprehensive Plan for the Management of Cultural Diversity in Aragon, 2018-2021.

From 2015, in Aragon, the 'Plan for Inclusion and Intercultural Coexistence 2014-2016', was passed to a more ambitious plan from the point of view of the vision of society as a plural whole. After that, also the government of Aragon is managing the 'Comprehensive Plan for the Management of Cultural Diversity in Aragon 2018-2021' (Gobierno de Aragon, 2021).

There are also other examples of sectoral policies that are favoring foreign immigrants, for instance housing policies. The Aragon regional government is working on legislation to grant housing aid to all the population. In particular, it has earmarked €1.8 million a year to help young people to rent housing (Order VMV/1289/2018, dated 26th July) (Gobierno de Aragon, 2018a). Provincial authorities can also approve other plans to supplement the regional housing aid plan. For instance, in May 2020 Huesca Provincial Council (provincial level) approved the €3 million Housing Promotion Plan, which offers interest-free loans to towns and villages, which normally have fewer than 1,000 inhabitants, to encourage new inhabitants to settle in the province's smallest municipalities and keep the population from shrinking even more (DPH, 2020).

It is also worth mentioning the two equality and cooperation laws that the Aragon regional government passed during the 2015-19 legislature; both laws were the first of their kind because they extended rights and freedoms for LGBTI people, and include measures to protect migrants and refugees:

- Law N°. 4/2018, of 19th April, on gender identity and expression and social equality and non-discrimination (the Trans Act) (Gobierno de Aragon, 2018b).
- Law N°. 18/2018, of 20th December, on equality and comprehensive protection against discrimination on the grounds of sexual orientation and gender identity in Aragon (the LGBTI Equality Act) (Gobierno de Aragon, 2018c).

Both laws refer to the protection of vulnerable groups, including migrants and refugees. In 2019, the Aragon regional government also approved the 'Aragon Cooperation Master Plan' (11/2019), which addresses efforts to promote the rights, freedoms and equality of LGBTI people, including foreigners and refugees.

In terms of educational and cultural aspects of integration, the Aragon Regional Government's Department of Education set up the Aragon Centre of Reference for Equity and Innovation

(previously named the Aragon Centre of Intercultural Education Resources (Spanish acronym: CAREI; <https://carei.es>), in 2020. Its mission is to support schools in aspects related to innovation and educational research, educational inclusion and attention to interculturality.

Others policies regarding integration are outreach policies. The Aragon Regional Government has launched several plans and campaigns to raise awareness about immigration. The most recent was the '1st Aragon Anti-rumour and Anti-Discrimination Strategy' (2020), with actions and measures to prevent unfounded rumours, stereotypes or prejudices about the migrant population and cultural diversity (Gobierno de Aragon, 2020). In 2020 it has also launched the 'Campaign against Racism and Xenophobia' to fight against stereotypes, prejudices and racist and xenophobic discriminatory behaviour, and is planning an 'Awareness campaign on immigration and the rural environment' for the end of 2020.

Finally, territorial and demographic policies can affect the settlement of immigrants in rural areas. In order to stop depopulation, there have been some general schemes for attracting immigrants into rural areas, although demographic issues have only recently begun to arouse the interest of national politicians. On 27th January this year, the Spanish government passed Royal Decree 40/2017, creating the 'Government Commissioner for the Demographic Challenge', which regulates its operation and the drafting and development of 'the National Strategy for Demographic Change' (Gobierno de España, 2017), in addition to other tasks in response to the problem of the progressive population ageing and territorial depopulation. In November 2020, this Strategy was still being finalised prior to its approval.

The Aragon regional government passed the Decree 165/2017, of 31st October, and the 'Special Directive on Demographic Policy Land Planning and against Depopulation' (Gobierno de Aragon, 2017); the Directive laid down the goals and strategic lines of the Aragon's depopulation policy, which include attracting and integrating immigrants to alleviate the negative demographic situation of rural areas, and envisaging the creation of the 'Aragon Observatory of Demographic and Population Dynamisation' (2017).

2.8.2.3 FOCUS AND PERCEPTION

The demographic, social, economic and political context has deeply changed in Aragon in the last three decades, since immigration began to be important. Today, one of the main challenges is the integration of foreign migrants, given some facts (Gobierno de Aragon, 2021):

- The persistent low level of employment of immigrants, especially immigrant women,
- Rising unemployment and high levels of "overqualification",
- Increased risks of social exclusion, and greater social exclusion,
- Differences in school results,
- Public concern about the lack of integration of immigrants.

According to the opinions of immigrants based on the fieldwork carried out, Aragon is perceived as a friendly region that treats this population well. There are usually no problems of rejection or coexistence, except for some specific and linked to temporary immigrants on specific dates (i.e. in the city of Fraga, province of Huesca, in 1992). From the period 2004-2008, there was an advance from the "integrationist" political discourse to an intercultural policy proposal, reflected in the 2nd Comprehensive Plan for Intercultural Coexistence 2008-2011. From that one, the various plans developed by the public administration are considered a useful and well-valued tool; however, they cannot offset the effects of economic crises (2008-2013, or the Covid-19 crisis), which push back integration indicators to previous values (low), especially in employment and social inclusion. Economic crises halt this progress, since employment is considered an important factor in this integration.

Immigrants and their associations maintain a low profile in their social and political representation, although they participate in the preparation of the Plans and in the Immigration Forum, whose assessment (internal and external) is high in terms of relevance and effectiveness (Gobierno de Aragón, 2021).

2.8.3 MATILDE LOCAL LEVEL

2.8.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Organic Law 4/2000, of January 11, about the rights and freedoms of foreigners in Spain and their social integration, orders the public powers to promote the full integration of foreigners in the host society, within a framework of coexistence of diverse identities and cultures. For this reason, the various Public Administrations assume this objective, with a transversal character in all public policies and services. Therefore, all policies are under conditions of equal treatment, in economic, social, cultural and political participation.

Immigrants are a shared competence between the State and the Autonomous Community of Aragon. The public powers in the region (that is, administrations, including local ones), "within the constitutional framework, will establish the appropriate channels to facilitate and promote participation in decisions of general interest of foreign citizens residing in Aragon" (Gobierno de Aragon, 2021). Consequently, comarcas and some large municipalities of Aragon (the three capitals) have approved plans called immigration, coexistence or cultural diversity.

In Aragon there are 33 comarcas (grouping the 731 municipalities of the region) and they are the intermediate administrative boundary between the municipality and the province. According to the Aragon District Law (Ley de Comarcalización; Legislative Decree 1/2006, of the Government of Aragon), the regions have various competencies in matters such as spatial planning, culture, youth, cultural heritage, sports, etc., but also social action. Specifically, they can analyze the social needs of the comarca and draw up social action plans, in accordance with the guidelines of the Regional Social Action Master Plan. This implies managing and coordinating the policies related to the services, benefits and actions of the Autonomous Community, its social resources, social centers and the regulation of the provision of services. For this reason, not all the comarcas have developed assistance plans for the foreign population, but mainly those with the most presence of foreigner; these comarcas are: Cariñena, Valdejalón, and Bajo Aragón-Caspe, all three are in the province of Zaragoza with a proportion of foreign population over 20%.

2.8.3.2 MAIN POLICIES

Seven of the 33 regions of Aragon have approved Coexistence and Citizenship Plans with the collaboration of a technician from the Socio-Labour Guidance and Immigration Service of the Government of Aragon (SOASI) and the Aragonese Federation of Municipalities, Regions and Provinces (FAMCP). Since 2009, the elaboration and development of these Intercultural Coexistence Plans was one of the objectives of the government of Aragon and one of the measures of the 'Comprehensive Plan for Intercultural Coexistence in Aragon, 2008-2011'.

For example, the Campo de Cariñena comarca was the first one in Aragón to present the 'Intercultural Coexistence Plan' (2001), which was followed by the 'Il Campo de Cariñena Coexistence and Cultural Diversity Plan 2016-2019' (<https://gobiernoabierto.aragon.es/agoab/participacion/procesos/34656>). The Valdejalón comarca also approved a 'Citizenship and Coexistence Plan' in 2009 (<http://www.aragonhoy.net/index.php/mod.noticias/mem.detalle/id.14948>) and in 2018 was also implemented the 'Immigrants and seasonal workers' program with funding from the Government of Aragon, through grants from the European Social Fund (<http://www.valdejalon.es/programa-inmigrantes-y-temporeros>). Regarding the Bajo Aragón-Caspe comarca (it is the region with the highest percentage of foreign population in all of Aragon: 20.4%), the 'Plan for coexistence in cultural diversity' was approved in 2019. Although many other comarcas do not have specific plans for diversity and immigration, there are social action plans in them, which give care and pay attention to immigrants (i.e., called 'Social prevention program').

In addition to these plans in comarcas, very few municipalities have also approved an immigration plan; this happens in the three large municipalities corresponding to the three capitals of Aragon (Zaragoza, Huesca and Teruel), although they are urban spaces.

The city of Zaragoza has developed several immigrant integration plans in the last two decades. Between 2006 and 2009, the 'Municipal Plan for Social Integration and Intercultural Coexistence' was developed. After its end, the city was part of the Intercultural Cities project (ICC) and the Intercultural Cities Network (RECI) of the Council of Europe. Subsequently, the 'Diagnosis: Municipal Plan for a Diverse and Intercultural Citizenship 2019-2022' was approved, focused on welcoming, inclusion, participation, interrelation and coexistence (Ayuntamiento de Zaragoza,

2018). In addition to these plans, the Zaragoza City Council, in collaboration with the city's social entities and immigrant associations, has also launched the 'Zaragoza Ciudad Anti-rumors strategy' (<https://www.zaragoza.es/sede/portal/social-services/home-cultures/anti-rumors>); this initiative is one of awareness and communication, to counteract the stereotypes, prejudices and negative rumors that circulate in the city about immigration and intercultural coexistence.

As for the city of Huesca, the 'Municipal Immigration Forum' was created in 2002. It is a plan made up of institutional departments, entities and associations that support migration and associations of immigrant communities, with the aim of promoting participation and representation in the field of social policy. In addition, the city approved the Comprehensive Immigration Plan in Huesca in 2005 (Ayuntamiento de Huesca, 2005).

Regarding the city of Teruel (the third municipality of Aragón by population), it has not approved any immigration plan, but the "Integrated Strategy for Sustainable Urban Development of the city of Teruel 2016-2022" has been improved (Ayuntamiento de Teruel, 2016); this Strategy is composed by socioeconomic measures for citizen participation, and social agents are contemplated for the integration of the immigrant population.

2.8.3.3 FOCUS AND PERCEPTION

There are no studies that evaluate the inclusion or integration of foreign immigrants in Aragon, and neither at the local level or as a result of the coexistence plans developed by the regions. However, we got some information from the fieldwork carried out from the different agents interviewed in the MATILDE project; according to these sources, the inclusion or integration is a result of the different actions of global and national policies, also of the Autonomous Community of Aragon, and finally of these local (from comarcas) plans, although it also varies greatly depending on the group and the country of origin. Another important factor to be considered for inclusion is the type of territory: urban or rural, since this inclusion is always easier in small municipalities, where people know each other and the typical prejudices against immigrants are broken. The labour possibilities in the towns are limited to agricultural activities (fruit picking or others) and also to some in slaughterhouses or construction. However, when immigrants are employed, the labour structure is essential to be able to establish stable communities and promote rural development in the area.

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2.9. SWEDEN

Author: Ulf Hansson

2.9.1 NATIONAL LEVEL

2.9.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Historically, Sweden is a country of high diversity. Until the end of the 1960s, there was a high demand of labour migrants in small- to medium scale manufacturing industries throughout the country. Between 1970 and 1985, the importance of refugee and family migration was rising and since the mid-1980s the immigration to Sweden is dominated by refugees and tied movers. A study on immigration during the 1990-2010 period showed that net migration is, like in other Nordic countries, the most important source for population growth (Hedlund et al. 2017) and Sweden issued the most residence permits in Nordic countries, mostly for asylum seekers and family reunification (Karlsdottir et al., 2018).

2.9.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

There is in Sweden no dedicated ministry or authority which a sole focus on integration per se. On a governmental level, two departments share the work on integration, the Department of Employment (Minister for Equality) and the Department of Justice (migration).⁴³ The Swedish Migration Agency is the agency responsible for residence permits as well as work-permits. The Agency also provides temporary accommodation for asylum seekers or they can arrange their own housing, for example by staying with relatives or friends. The municipal social services are responsible for the welfare and housing of the unaccompanied minors as well as providing counselling and contact with the migration authorities. Both children who are seeking asylum and have been granted a residential permit have the right to attend school in Sweden.

⁴³ Up until 2014 there was a Minister and a Department for Integration.

2.9.1.3 MAIN POLICIES

There is a range of policies concerning employment as well aspects of housing. There is however not a national strategy for integration as such and there is a general emphasis on equality, obligations and possibilities for everyone, regardless of ethnic or cultural background. When it comes to the integration of new citizens, it is possible to link the concept to participation and participation in society and working life, but also society's efforts to adapt to the new citizens. This is also perhaps where the emphasis in a Swedish context has been on, 'new arrivals' from outside of the European Union, and often asylum seekers. Andersson Joona (2020) as well as for example Parusel (2020) and Joyce (2015) have highlighted the long time that it takes for refugees/asylum seekers to find employment. Furthermore, research, such as Calmfors et. al. (2018) have highlighted that the employment rate among foreign-born individuals are higher if they possess formal education as well as improved literacy in Swedish.

In November 2009, the right of centre government presented a bill, which contained proposals for integration policy reforms, including the so-called 'etableringsreform' that came into force on 1 December 2010 (lag 2010:197 om etableringsinsatser för visa nyanlända invandrare). The reform aimed to accelerate newly arrived immigrants in working and social life through the facilitation of employment, make better use of the skills of newcomers but also to clarify the responsibilities of the various authorities (paragraf 1, lag 2010:197). The focus was still on equal rights, obligations and opportunities for all, regardless of ethnic or cultural background.

In 2018, a new legal framework came into force (Prop. 2016/17:175) and which meant that the previously established programme saw a range of changes with regards to the running of the programme. Amongst other things, there are now further provisions and regulations, new arrivals will be assigned to a labour market policy program (Etableringsprogram) with an individual action plan and a proportionate action system, which includes, among other things, a warning and shutdown. The processing of establishment compensation moved to the Swedish Social Insurance Agency.

This has put measures in line with other labour market initiatives with a focus on creating better conditions for increased flexibility and efficiency in the Etableringsprogram. The state through the Public Employment Service still has overall responsibility for the integration of new arrivals.

The legislation in 2017 (2017:584) can be characterised as a way in which to harmonise legislation regarding integration. The law (legislation) puts an emphasis on the role played by the Public Employment Service but also the County Administrative Boards, as responsible agency to promote cooperation between the various agencies within this field.

Connected to the programme and the changes in 2018 is also the education obligation for new arrivals with limited education and deemed to stand far from the labour market. Therefore, the Public Employment Service can assign new arrivals who partake in the Etableringsprogram to apply for and participate in regular adult education to increase their skills. New arrivals can study full-time during their establishment period. Those who do not follow the Swedish Public Employment Service's instructions on education may lose their compensation (Lag 2017:584).

Concerning SFI and other forms of education are included in the municipal adult education set-up. The municipal adult education are provided for individual at the basic level, at the upper secondary level and in the form of Swedish for immigrants. In November 2020, the Government proposed that in order to be entitled to maintenance support ('försörjningsstöd') an individual has to be able to work or actively seeking work. The proposal clarifies that the applicant, if necessary, is also obliged to participate in SFI in order to be eligible for maintenance support. There has prior to this been no set requirements for the participation in SFI beyond being over the age of 16, living in Sweden and possessing a what can be described as a basic or limited knowledge of the Swedish language. Foreign-born persons who reside in Sweden are eligible for generous education benefits, including free courses in Swedish for Immigrants (Education Act, 2010:800). They can also apply for grants and loans from the Swedish Board of Student Finance (CSN) to enrol in adult education or at institutions of higher education (CSN, 2020).

Sweden has a universal welfare system that aims to provide high-quality welfare services to all its citizens "from cradle to grave" (Government of Sweden, 2017). Migrants with residency permits can also qualify for these services, including child allowance, parental benefit, a housing allowance (if they have a low income), benefits during sickness, and old-age pensions (European Commission 2020). Since 2013, persons without a residence permit are entitled to the same emergency healthcare as asylum seekers (Swedish Migration Agency, 2020a). Children without a residency permit have a right to full healthcare- and dental coverage (ibid.).

2.9.1.4 FOCUS AND PERCEPTION

By the late 1990s, the Swedish government set a goal and direction for the country's integration policy and with a focus on equal rights and opportunities for all, regardless of ethnic and cultural background. It saw the country moving from 'migration' to 'integration' and with goals clearly stated (1997: 1):

Målen för integrationspolitiken skall vara lika rättigheter och möjligheter för alla oavsett etnisk och kulturell bakgrund, en samhällsgemenskap med samhällets mångfald som grund och en samhällsutveckling som kännetecknas av ömsesidig respekt och tolerans och som alla oavsett bakgrund skall vara delaktiga i och medansvariga för.

There was a focus on the diversity of society and a societal development characterized by mutual respect and tolerance and in which all, regardless of background, were involved in and co-responsible for. Wiesbrock (2013) amongst others have described this approach as explicitly grounded in multiculturalism. Similarly, Holmqvist et. al. (2020) refer to the positive attitude in Swedish context towards multiculturalism and the generous attitude to the newcomers' access to welfare, which also distinguishes Sweden in an international context. Others have referred to the approach as assimilation, for example Hoekstra, et. al. (2018: 28) refer to it as 'clinging on to assimilation' as

"...Sweden and its residents should participate in an adaptation process together with immigrants would result in a changed social order in which the natives perceive that they may lose more than they gain...Moreover, the idea of social engineering postulates that the government and public authorities know what is best for their residents. By taking care of the needs of the residents, social engineering will provide a good life 'from the cradle to the grave'. Hence, an immigrant will unilaterally have to adapt to Sweden to become a part of the 'good' Swedish society. Seen from this perspective, the Swedish tradition of social engineering counteracts integration as it reinforces mono-culturalism."

Osanami Törngren and Emilsson (2018) refer to the change in politics emanating from the late 1990s and onwards, and what they refer to as 'multiculturalism and group thinking, towards individual multiculturalism and mutual adjustment', but while there was a change – ideologically

they found that there was not much of a change to the pursued policies. They refer to the introduction of the introductory programmes with the aim of making individuals self-sufficient and enable active participation in society. In the report from 2020, Osanami Törngren and Emilsson (2020: 16) state:

“When it comes to the policy framework for socio-economic and socio-cultural integration, Sweden stands out even more with its very favourable integration policy. Despite a more negative discourse about asylum seekers and refugees, we have seen no major changes in integration policies, and funding remained the same and even increased. Therefore, socioeconomic and sociocultural integration policies score high on most indicators.”

There are further references to what they refer to as introduction programmes but as highlighted elsewhere they also refer to the impact of reception on integration as a result of long waiting times for asylum seekers. They further refer to the ‘Swedish model’ (2020: 26) as an approach based on ‘... an effort to foster integration by investing in capabilities of refugees ... Sweden, on the other hand, offers free and state- funded services to increase the human capital (capabilities) of refugees.

The discussion on assimilation vs integration is – and will be – an ongoing one. It is however possible to discern integration in Sweden as an approach involving the whole society in the process, the focus however seems to have drifted from this more ‘general focus’ to one which emphasises the new migrants. Although there is a form of harmonisation ongoing at the same time, and where measures ‘targeting’ migrants - in the context of labour market integration - have become similar to the ones that ‘targets’ the rest of the population.

2.9.2 MATILDE REGIONAL LEVEL

Migrants with residency permits can also qualify for these services, including child allowance, parental benefit, a housing allowance (if they have a low income), benefits during sickness, and old-age pensions (European Commission, 2020). Since 2013, persons without a residence permit are entitled to the same emergency healthcare as asylum seekers (Swedish Migration Agency, 2020b). Children without a residency permit have a right to full healthcare- and dental coverage

(ibid.). Before 2009 the municipalities were responsible for the new arrivals. The new Act on Establishment Initiatives for Certain Newly Arrived Immigrants (2010) moved the responsibility to the Swedish Public Employment Service. The Swedish Public Employment Service has an overall responsibility for the establishment of certain newly arrived persons in the labour market and in society.

2.9.3 MATILDE LOCAL LEVEL

With regards to the responsibility for the establishment of new arrivals, this has been divided between the Swedish Public Employment Service (the state) and the municipalities. The Swedish Public Employment Service has a coordination responsibility for the newcomer's establishment by drawing up an establishment plan that shall include Social Orientation, SFI (Swedish For Immigrants) and other work preparation initiatives. The Swedish Migration Agency is the agency responsible for residence permits as well as work-permits. The Agency also provides temporary accommodation for asylum seekers or they can arrange their own housing, for example by staying with relatives or friends (Reception of Asylum Seekers and Others Act, Statute, 1994:137). In the case of Dalarna however, the Migration Agency announced in January 2021 that it was closing its operation in the county of Dalarna, closing offices as well as accommodation centers.⁴⁴

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⁴⁴ Migrationsverket planerar att stänga kontor i Borlänge – närmare 60 personer berörs

(<https://www.svt.se/nyheter/lokalt/dalarna/migrationsverket-i-borlange-laggar-ned-sin-verksamhet-cirka-50-personer-paverkas>).

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2.10. TURKEY

Author: Ayhan Kaya

2.10.1 NATIONAL LEVEL

2.10.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

There are two alternative ways of comprehending the notion of diversity in the Turkish context: diversity as a phenomenon, and diversity as a discourse. The former refers to the coexistence of different ethno-cultural and religious groups in a historical process, which comes into play either as a primordial phenomenon emerging along with the migration flows through Asia Minor, or as a politically generated phenomenon as in the settlement of various ethnic groups in Central Anatolia by the Imperial (19th Century) and the Republican (20th Century) settlement laws (Kirişçi, 2000; Ülker, 2007). However, diversity as a phenomenon was not necessarily appreciated by the ruling powers, it was sometimes denied. Nation-building process in Turkey starting from the beginning of the 20th century has developed in parallel with the attempts to homogenize the nation by denying the diverse character of the Anatolian population. This process is characterized by heterophobia resulting from the fear of losing the remaining parts of the Ottoman Empire in the aftermath of the French Revolution. Contemporary Turkish history is the history of homogenization as in many other examples of nation-building. The best way to explain the sources of such a kind of scepticism among the state elite is to refer to the ever-lasting “Sèvres Syndrome”, which is based on a fear deriving from the post-World War I era characterized with a popular belief regarding the risk of the break-up of the Turkish state (Öniş, 2004).⁴⁵

Nevertheless, since the 1990s, there are strong signs of recognition of ethnic, religious and cultural differences by the Turkish state. Diversity as a discourse has gained a momentum since 1990s together with the societal, economic, and political drives towards globalisation and

⁴⁵ Sèvres Syndrome derives from the Sèvres Peace Treaty signed by the Allied powers and the Ottoman Empire in 1920 in the aftermath of the World War I, leading to the dissolution of the Ottoman Empire.

Europeanisation. At first glance, it seems that the shift from the 'homogenisation discourse' to 'diversity discourse' results from the external factors such as the European Union itself. But a comprehensive analysis of the issue may prompt us to reach another conclusion, i.e. the alliance of internal and external factors leading to the revitalization of the discourse of diversity. One could observe that the Kemalist ideology encountered various challenges in the aftermath of the 1980 military coup originating from ethno-cultural and religious groups. This was the time when the Kemalist nationalism, which was based on a retrospective narrative holding the Muslim origin nation together against the syndrome of common enemy of imperialist European powers, was challenged by the flows of globalisation.

2.10.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

The new Law on Foreigners and International Protection (LFIP, Law No. 6458), which was put into force in April 2014, is actually the first domestic *law* regulating practices of migration, asylum and integration of migrants and refugees in Turkey. The law represents a vast step forward towards the transformation and regulation of asylum and migration for Turkey since the ratification of the 1951 Refugee Convention. The new law regulates the entry, exit and the stay of migrants in the country, along with the scope of international protection for those who seek asylum in Turkey. Despite the fact that it combines together within a text the matters related to the fundamental rights, residence permit and work permit, it is still far from including relevant articles on naturalization of foreigners.

According to the LFIP, the Directorate General of Migration Management (DGMM) which is operating at the auspices of the Ministry of Interior has the coordination role for managing migrant integration processes. This role includes the coordination of all the tasks related to integrations such as collaboration with the relevant ministries at national level as well as with local municipalities, local representatives of the state ministries, and the non-governmental organisations and migrants at local level.

The DGMM has a wide network of local representatives all around the country, and these provincial representative institutions perform at local level to coordinate migrant integration tasks. In addition to the local representatives of the DGMM, local municipalities also operate on

the field to integrate migrants on the basis of the Municipal Law (No. 5393) giving the mandate to the local municipalities to provide equal municipal services to everyone residing in the territory of the municipality at stake.⁴⁶ Local representatives of the Ministry of National Education are responsible for coordinating educational programs and language acquisition in collaboration with other local actors such as municipalities. The local representatives of the Ministry of Family, Labour and Social Services are responsible for integrating migrants into the labour market. The local representatives of the DGMM also collaborate with the relevant local actors such as municipalities, civil society organisations and migrant organisations to achieve social cohesion of migrants and local communities. Local representatives of the Ministry of Health operate to make sure that migrants have access to healthcare services. Local representatives of the Ministry of Youth and Sports are responsible also for organising inclusive activities to achieve social cohesion of young migrants with the local communities. Eventually, NGOs are also active at local level to contribute to the integration of migrants in all spheres of life ranging from social cohesion to labour market integration and language acquisition. NGOs also benefit from the support of volunteers in running tasks and projects to integrate migrants.

2.10.1.3 MAIN POLICIES

Since the EU Helsinki Summit of December 1999, the issue of asylum seekers and irregular migrants became one of the significant debates between Turkey and the EU. With a view to reduce the tensions that have arisen on both sides regarding human rights, economic and political implications of irregular migration and migration-related issues, Turkey has undertaken to establish an appropriate administrative and legal framework to regulate and combat irregular migration and trafficking of human beings (İçduygu, 2003). Turkish authorities undertook to strengthen their efforts to establish and enforce laws and regulations for achieving this goal. Before the enactment of the LFIP (Law No. 6458) in April 2013⁴⁷, there were three main legal texts regarding immigration and related issues: (a) the Law on Settlement adopted in 1934; (b) the 1951 Geneva Convention on the Status of Refugees; and (c) the Regulation on Asylum of

⁴⁶ For the Municipal Law No. 5393, http://projects.sklinternational.se/tuselog/files/2013/07/Law5393_EN.pdf.

⁴⁷ For the Law on Foreigners and International Protection see the Official Gazette 11 April 2013, No. 28615.

The Law was put into force in April 2014.

November 1994. According to the LFIP, an interculturalist model of integration is embraced by the Turkish state laying emphasis on the two-way nature of integration involving both locals and migrants. The Directorate General of Migration Management working under the auspices of the Ministry of Interior has set up an office under the title of Harmonisation and Communication Department.⁴⁸ Article 96 of **the law reads that**

- (1) In order to facilitate the mutual harmonization of the society and of foreigner, applicant or beneficiary of international protection and to equip them with knowledge and skills that will facilitate their self-reliance in all spheres of their social lives without any dependency to third persons in our country, in the resettlement countries or in their home countries when they return, the Directorate General may plan harmonization activities within the bounds of economic and financial possibilities of our country, also taking advantage of the recommendations and contributions of public institutions and organizations, local administrations, non-governmental organizations, universities and international organizations.
- (2) Foreigners may attend introductory courses in which the political structure, language, legal system, culture and history of the country as well as their rights and obligations are explained.
- (3) The Directorate General shall, in cooperation with public institutions and organizations as well as non-governmental organizations, increase courses, distant education and similar systems to implement awareness and information campaigns on areas such as benefiting from public and private goods and services, access to education and economic activities, social and cultural interaction, and receiving primary healthcare services.⁴⁹

Despite having shortcomings on political integration of migrants, access to citizenship and anti-discrimination laws, Turkey has recently performed relatively well in terms of the integration of migrants in general, and migrants under temporary protection in particular. 2020 MIPEX results

⁴⁸ See <https://en.goc.gov.tr/duties-of-harmonization-and-communication-department>

⁴⁹ The full text may be accessed on the DGMM website, here: <https://en.goc.gov.tr/about-harmonisation>.

demonstrate that Turkey has performed relatively well over the last five years since 2015 as far as the integration of migrants is concerned.⁵⁰ Relative success of Turkey for integration of migrants is also related to the engagement of local governments, NGOs and academia, which often underline the interculturalist aspects of integration of migrants. The Municipality Law in Turkey (Law No. 5393) specifically refers to the principle of fellowship/denizenship in Article 13 which grants every fellow resident in residing in the boundaries of a municipality the right to have equal access to services provided by the municipality at stake irrespective of one being Turkish citizen or not.⁵¹ This is one of the essential institutions that play a crucial role for the integration of migrants in Turkey.

The main body of the current foreigners' law has completely changed. On the other hand, the Law on Sojourn and Movement of Foreigners in Turkey is abolished, and the Passport Law is now largely invalidated.⁵² This law has also brought changes to the Law on Work and Residence Permits for Foreigners. The new law certainly marks the end of a period in which migration, asylum and integration of migrants were regulated by secondary legislation. The current body of secondary legislation requires referring to different laws with regard to the rights of applicants, which often leads of contradictions and misinterpretations in practice. Under the new law, the management of the Turkish migration and asylum system will be taken over by a civil authority under the Ministry of Interior and a standardized practice will be ensured across the country. Prior to the enactment of the new law, the police officers working under the authority of local Departments of Foreigners, Passport, Borders and Asylum dealt with asylum applicants in every city. The new LFIP is probably a very good example of Europeanization process, which was

⁵⁰ See <https://www.mipex.eu/turkey>

⁵¹ See <http://www.lawsturkey.com/law/municipality-law-5393>

⁵² For the relevant Laws see The Law on Sojourn and Movement of Foreigners in Turkey, Numbered 5683, 15.07.1950, The Official Gazette, No. 7564, 24.07.1950; The Law on Work Permits for Foreigners, Numbered 4817, 27.02.2003, The Official Gazette, No. 25040, 06.03.2003; The Passport Law, Numbered 5682, 15.07.1950, The Official Gazette, No: 7564, 24.07.1950; and The 1994 Regulation on Procedures and Principles related to Mass Influx and Foreigners arriving in Turkey either as Individuals or in Groups wishing to seek Asylum either from Turkey or requesting Residence Permits with the Intension of seeking Asylum from a Third Country, No: 94/6169, The Official Gazette, No. 22127, 30 November, 1994.

initiated and implemented by the state actors in consultation with relevant civil society actors, academics, migrants, and international organizations such as the European Commission, International Organization for Migration, International Labor Organization, Organization for Security and Cooperation in Europe, United Nations High Commissioner for Refugees, and the Council of Europe. The new Law is composed of five parts. Part 1 is entitled as Aims, Definitions and Prohibition of Removal (Articles 1-3). Part 2 is entitled as Foreigners, and it regulates the issues regarding visas, residence permits, haymatlos individuals, and the removal of foreigners (Articles 4-60). Part 3 concentrates on International Protection, and it sets up the rules on the definition of the types of international protection, rights and liabilities of refugees, and the temporary protection of illegal migrants (Articles 61-95). Part 4 frames the common regulations on foreigners and international protection (Articles 96-107). Finally, Part 5 gives a detailed account of the newly established Directorate General of Migration Management under the Ministry of Interior (Articles 108-127).

The LFIP essentially regulates the rules regarding the rights to family union, long-term residence, education, health services, and labour market mobility of regular and irregular migrants. The Directorate General of Migration Management is going to have a special section concentrating on the integration of migrants of any kind.⁵³ However, it does not specifically regulate the rules regarding political participation, access to nationality, and anti-discrimination. In what follows, we will demonstrate some of the relevant changes brought about by the new law within the framework of the Europeanization of migration and asylum policies in Turkey. In what follows, the main components of the Law. 6458 will be briefly mentioned.

The new Law brings some new regulations about the access of migrants to the Labour Market. Former Law 4817 makes a very clear distinction between nationals and non-nationals regarding to labour market access. According to the Law on the Work Permit for Foreigners (Nr. 4817) only non-nationals who have been working legally for the total of six years can be given a working permission for an indefinite period of time without restricting to a certain enterprise, profession,

⁵³ The Integration Unit of the Directorate General of Migration Management convened an expert meeting to discuss the details of possible policies of integration of the Turkish state in Ankara on 12 December 2013.

civil or geographical area. However, the new law makes it possible for the international MA and PhD students to get work permits upon arrival, and the BA students to get work permit after two years stay (Art. 41/1). The new law also permits those who have a legal refugee status to receive work permit (Art. 89/4/b). Hence, the new law considers the general arrangements for better integration of non-nationals to the labour market in the country.

The Law also formulates some new regulations easing the Family Unification of migrants. Prior to the new law, family unification of foreigners was not regulated at the legislative level. The matter was dealt with the internal directives of the Ministry of Interior, which were not accessible and were prone to amendment anytime. The new law specifically regulates the rules of family unification (Art. 35). It states that the stay of the members of the family living together with person who has the residence permit is limited to the period of the residence permit at stake (Art. 34/1). What is also new with the new law is that if the person with the family permit dies, the other members of the family are given short term residence permit (Art. 34/7). And also Art. 35/ç states that the person with the residence permit should be staying at least for the last one year. However, family unification is still a discretionary favor of the state. The law also points out that residence permit more than a year is enough for the family unification.

Another development formulated by the new Law is about Residence Permits of migrants. Prior to the new law, the right to autonomous residence permit in the event of widowhood, divorce or any other termination of marriage was only granted to those aliens who are married to Turkish nationals under the Directive No. 63 of the General Directorate of Security (GDS). The same instrument further indicated that in case of aliens who were married to other country's citizens holding a residence permit, the authorities should consider the application under general terms, according to the applicant's own status. The new law has radically changed the regulations in favor of migrants, and it states that the stay of the members of the family living together with person who has the residence permit is limited to the period of the residence permit at stake (Art. 34/1). Previously, long-term residence was used to be granted on a discretionary basis. The residence period required depended on the professional and civil status of foreigners. In case of tourists, for instance, after the expiry date of their visas (3 months) they could apply for a maximum of 6 months residence (this is what the seasonal workers from Russian republics, East Europe were doing); if they were applying as professionals to work and to reside in Turkey, then

they would do it from the Turkish embassy/consulate located in their country of origin for a year; after the first year of residence they could apply for a three year of residence in Turkey. If the applicant was married with a Turkish citizen then s/he can apply for a three-year residence permit immediately; and then they could apply for five years if they like. But then they could also apply for an extra three years. The new law states that those who stay in Turkey more than 8 years, or those who get the permission of the newly established Directorate General of Migration Management may be granted limitless residence permit (Art. 42). The refugees and those under protection are also given limitless residence permit. The conditions are decided by the Directorate General of Migration Management, they are not prescribed. Those who stay 8 years without any interruption may enjoy the right to limitless residence permit as well. There is no clause specifying the delay period though. The new Law 6458 also introduces the legal basis for Turkey's bid to become a destination country for highly skilled labour, facilitate capital investments into Turkey by reducing bureaucratic hurdles. Notably, it presents a template of rules and regulations for each specific residence permit type (Articles 19,20,21,22).

2.10.1.4 FOCUS AND PERCEPTION

Debates on the integration of migrants in Turkey is often coupled with the prescribed definition of the nation, which is mostly defined on the basis of ethno-cultural and religious homogeneity. However, the debate on integration is a rather interesting one since Turkey offers a very complex array of policies and practices in terms of the integration models that have been implemented over the last decades. One could track the footprints of multiculturalist (unity-in-diversity), republican (unity-over-diversity), and interculturalist (togetherness-in-difference) in unravelling integration policies and practices in Turkey.

Migrant integration policies in Turkey are mainly based on two different traditions: multiculturalist tradition, and difference-blind republican tradition. Ottoman legacy that is based on religious diversity is still visible in Turkey as far as the current conservative Justice and Development Party rule is concerned. Whereas the Republican model has also been actively used since the inception of the nation-state in the 1920s. Republican model of integration mostly remained as a rhetoric since migrants have been categorized in Turkey in accordance with their ethno-religious identities. Since the 1990s, these two strands of integration, difference-based

multiculturalism and difference-blind republicanism, seem to go hand in hand.

2.10.2 MATILDE REGIONAL LEVEL

2.10.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Turkish constitution defines local governments as „public corporate bodies established to meet the common local needs of the inhabitants of provinces, municipal districts and villages, whose principles of constitution and decision-making organs elected by the electorate are determined by law“. Local governance system in Turkey is based on three layers: provinces, municipalities and villages. With the introduction of metropolitan governments for the largest cities such as Istanbul, Ankara, İzmir, Bursa, Adana etc. in 1984, another layer of local government was added to this scheme. At the very bottom of the hierarchy are village and urban neighbourhood governments, which function rather like administrative bodies and have no significant political or financial power. They are headed by elected *muhtar*, who tend to be without political party affiliation.

Bursa Provincial Directorate of Migration Management collaborates with the local representatives of the state institutions, Bursa Metropolitan Municipality, district municipalities, and NGOs to help migrants integrate to different spheres of life. Bursa Metropolitan Municipality plays the key role here in helping migrants integrate. Bursa Metropolitan Municipality preserves, promotes and publicizes Bursa's values as a global cultural city, and how its native and migrant communities live together in harmony. Its social awareness projects and events include International Migrants Day, attended by 250 children in 2020, with activities such as Syrian and Turkish children's drawings and letters reflecting their dreams, hopes and empathy with others.⁵⁴

Bursa's city council is a pro-coexistence platform where all citizens are represented and have a

⁵⁴ For more information on the activities of Bursa Metropolitan Municipality see <https://www.bursa.bel.tr/>.

voice.⁵⁵ The council has a number of assemblies, including the Foreigners' Assembly,⁵⁶ which represents and supports foreign migrants and their integration by addressing their issues and developing appropriate solutions. The Bursa Foreigners' Working Group, the first of its kind in Turkey, was established in May 2010, and consists of capable volunteers in areas including business, social life and education. The Working Group, which gained official status with the establishment of the Foreigners' Assembly in April 2018, currently organizes activities that are implemented by over 300 foreign volunteers from 28 countries. Plans are underway to develop additional solutions to migration-related problems, especially those involving the Syrians.

BUSMEK provides free Turkish language courses certified by the Ministry of National Education, to support the social and economic integration of Syrians and increase their chances of finding jobs. Syrians who complete the language training can then attend free certified vocational training courses. From 2013 to August 2020, a total of 1,167 migrants (654 women and 513 men), attended the Turkish language courses.⁵⁷

Bursa Metropolitan Municipality develops infrastructure and provides services for local and migrant communities, and particularly the Syrian victims of forced migration, on an equal basis without any discrimination, based on the 'fellow citizens' law. During the first two years of mass migration, the Syrian migrants' basic needs for shelter, food, clothing and fuel were met by municipal social assistance services, and the municipality continues to assist poor and deprived Syrians and Turkish citizens in need, on an equal basis.

Bursa municipality cooperates with all relevant NGOs, including those representing migrants, in providing services to the Syrians. The Healthy Life Support Project, in cooperation with the Refugee Support Association, supports Syrian women needing socio-psychological counselling with regular home visits by municipal and association psychologists and social workers. In

⁵⁵ For the website of Bursa City Council, see <https://www.bursakentkonseyi.org.tr/> Accessed on March 14, 2020

⁵⁶ For information on the Foreigners' Assembly, see <https://www.bursakentkonseyi.org.tr/meclisler/icerik/bursa-kent-konseyi-yabancilar-meclisi> Accessed on March 14, 2021.

⁵⁷ For detailed information about BUSMEK, see <http://busmek.bursa.bel.tr/> Accessed on March 14, 2021.

cooperation with the Refugee Support Association, Women's Meetings are organized on 8 March every year to enable native and Syrian women to share their life experiences, and raise awareness regarding the issue of child marriages (Kaya, 2020).

Basic Life Skills Training with a focus on employment is offered in cooperation with the International Organization for Migration (IOM), and the Kalbi Selim Association organizes Turkish language courses and social and cultural activities for Syrian children, and wheelchairs and walking support for Syrians with disability. The municipality cooperated with IHH to ensure that orphaned Syrian children are able to benefit from ongoing municipal social assistance. A free translation service is provided in cooperation with the Association for Supporting Syrian Refugees, and refugees in need are helped to access municipal social assistance. The municipality prioritizes the sustainability of all these joint activities and services (Kaya, 2020).

All the initiatives listed above are undertaken by Bursa Metropolitan Municipality in collaboration with the Provincial Directorate of Migration Management, the local representatives of the state ministries, NGOs, INGOs and migrant associations.

2.10.2.2 MAIN POLICIES

Bursa has a long history of significant migration, including from the Balkans and other Turkish cities such as Erzurum and Artvin. In line with its historical response to migration, Bursa strives to provide migrant-oriented services through an integrated approach with two fundamental pillars: sustainable services and institutions, and multi-stakeholder cooperation.

Integration of migrants in Bursa region is mainly initiated by the Provincial Directorate of Migration Management in collaboration with the Bursa Metropolitan Municipality, district municipalities, Provincial Directorate of National Education, provincial representatives of the Ministry of Health, and provincial representatives of the Ministry of Family, Labour and Social Services. Non-governmental organisations as well as international organisations such as UNDP,

UNFPA⁵⁸, International Blue Crescent Relief and Development Foundation (IBC)⁵⁹, IOM, ICMPD and SGDD-ASAM⁶⁰ are also heavily engaged in the integration of migrants. Examples of sustainable institutions include the Museum of Migration History, the City Council Foreigners' Assembly, the Social Work and Assistance Unit, and the free Bursa Art and Vocational Training Courses (BUSMEK). Joint projects include cooperation with institutions such as the Office of the Governor, the Provincial Directorate of Migration, the Provincial Directorate of Health, the Provincial Directorate of National Education, the Provincial Directorate of Youth and Sports, the Association for Supporting Syrian Refugees, Kalbi Selim Association for Education, Culture and Solidarity, the Turkish Red Crescent Community Center, the Foundation for Human Rights and Freedoms, Humanitarian Relief (IHH) Bursa Branch, and the Refugee Support Association/Refugee Support Center (MUDEM).⁶¹

2.10.2.3 FOCUS AND PERCEPTION

Bursa is a city of migrants, which grew and developed with migrations from Rumelia and all four corners of Anatolia, throughout history. Bursa received a large migration of Muslim from Rumelia and Caucasia after the Ottoman-Russian War of 1877-1878. Many of these migrants, also known as the "93 Immigrants", were settled in the province of Hüdavendigâr. Documents in the municipal archives indicate that they were provided with substantial aid by the municipality, which even built houses for them (Kaplınoğlu & Kaplınoğlu, 2014; Karpat, 2015), and migrant children were readily admitted to boarding schools in Bursa, including the Schools of Arts and Agriculture. In the 1880s, more than 30 000 migrants from Ruse settled in Bursa. During this

⁵⁸ UNFPA's project called „Health for Rural, Support to Rural“ is a relevant project undertaken in Adana, Bursa, Izmir, Mersin, Sanliurfa. For more information on the project see <https://turkey.unfpa.org/tr/vacancies/united-nations-population-fund-unfpa-ankara-seeks-medical-doctors-rural-refugee-srh>

⁵⁹ For the projects and activities of the IBC see <https://www.ibc.org.tr/EN/project-references>.

⁶⁰ For more information on the projects and activities of the Association for Solidarity with Asylum Seekers and Migrants (ASAM) see <http://en.sgdd.org.tr/>.

⁶¹ For information on services provided by Bursa Metropolitan Municipality for the Syrians, see <https://www.bursa.bel.tr/?sayfa=search&s=Suriyeliler> Accessed on March 14, 2021.

period, neighborhoods consisting entirely of migrants emerged. As a result of mass migrations in the 1880s, 18 new villages and 15 new neighborhoods were established in Bursa Central District. Migrants were given cash assistance for settlement, and municipal budgets funded relocation assistance and subsistence grants, health care, and funeral expenses for migrants.

As the number of migrants in Bursa increased, the first migrant commission was founded in Bursa in 1888.⁶² Subsequently, migrant commissions were established in the districts of Orhanlı and Yenişehir in 1892, in Karacabey and Mustafakemalpaşa in 1899, and in Orhangazi and İnegöl in 1903. These commissions included representatives of both native and migrant communities. After settling in Bursa, the migrants sought jobs to secure their livelihoods, and some even applied to serve in the army in times of war, with their carriages and animals. It is reported that among the Caucasian '93 Migrants', approximately 1,000 households of Pomak migrants, who did not speak Turkish, settled in Karacabey. Albanians and Bosnians, who also did not speak Turkish, settled in Bursa in large numbers during the same period. Resolving the social and economic problems of these large groups of migrants was always a priority for bodies governing Bursa. Migratory inflows to Bursa yielded several positive outcomes: hard-working migrants contributed significantly to the city's economy, resulting in substantial developments in trade and agriculture, and they enhanced Bursa's ethno-cultural diversity (Kaplanoğlu & Kaplanoğlu, 2014).

Bursa continued to receive migrants from different sources throughout the 20th Century. Mass migrations of Turks and Muslims from Bulgaria in the 1950s and after 1989 were primarily to Bursa. Nearly 15,000 Bulgarian Turks migrated to Bursa in 1951, and many were employed by the Merinos Factory. The construction of Hürriyet, İstiklal and Adalet neighborhoods on the Bursa-Mudanya Road created new settlements for 1,500 people. Those who settled in Orhangazi expressed gratitude that local communities welcomed them so warmly.⁶³

In 1980, nearly 400,000 migrants of Turkish origin migrated to Turkey, mostly to Bursa and İstanbul, to escape the oppressive Bulgarian regime, forming a 'human bridge' between Bulgaria

⁶² For information about Migrant Commissions founded in the 19th century Ottoman Empire, see Kale, 2015.

⁶³ For detailed information about the migrants who arrived Bursa in the 1950s, see Pınar, 2014.

and Bursa, which is still active today, with ongoing mobility between the two locations (Ciğerci, 2018). According to official statistics, the number of migrants settled in Bursa was around 80,000 in 1989. To curb the rapid growth of the migrant population, migrants were subsequently banned from entering the city (Inginar, 2010).

Bursa is one of the cities most affected by the forced mass migration of Syrians that emerged in 2011. The historical experience of Bursa and its municipalities with migration and migrants manifested itself in the capacity to swiftly respond to this intense mass migration, and to support other organizations to do so. Bursa differs from Turkey's other border provinces in that Syrians, especially those involved in the textile sector in Syria, preferred to settle in Bursa due to its leading position in the global textile industry. According to Directorate General of Migration Management data, in August 2020, Bursa was home to 176,710 Syrians.⁶⁴ There is also a growing number of migrants in the rural districts of the city such as Karacabey and Mustafakemalpaşa.

A city of rich natural beauty, with strong tourism and industrial sectors (particularly, textile and automotive sectors), Bursa is located on the Silk Road, and is Turkey's fourth most populated city. Due to its developed industrial sector, Bursa attracts migrants from all over Turkey including İstanbul, including many Syrians who have lived in Turkey for up to nine years. Syrians in Bursa have mostly arrived in the last few years to benefit from its employment, housing, health care, and educational opportunities, along with its multicultural environment created by the city's rich migration history. The majority of Syrians residing in Bursa today were originally from Aleppo, and the historical, cultural and commercial ties between Bursa and Aleppo, especially the silk and textile industries, make this a natural migration path. As the Syrians have come to the city by their own choice trying to find employment in the textile sector mostly, the focus of the city in integrating the Syrians to different spheres of life has been on the aspects of inclusion in the formal labour market, access to education and health services.

⁶⁴ For the distribution of Syrians under temporary protection by province, see the website of the Directorate General of Migration Management, <https://www.goc.gov.tr/gecici-koruma5638> Accessed on March 10, 2021.

2.10.3 MATILDE LOCAL LEVEL

2.10.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Karacabey is one of its 17 municipalities, with a population of 83,923 as of 2019. Karacabey includes 64 villages in its district. Regarding population per gender, it has a balanced demographic structure, having 50,06% (42.013) male and 49,94% (41.910) female population. The ratio of foreigners to total population in this district is 3.65% which corresponds to 3,063 in numbers. The foreign population figures include the Syrian population (2,828 in numbers) under temporary protection, which corresponds to 3.37% of the total population in Karacabey.

In terms of the economic structure, the district economy in Karacabey is based on the sectors such as agriculture, trade, industry, transportation and service. However, vast and fertile soils of Karacabey plain (776,744 decares of agricultural land) make agricultural sector have great weight in Karacabey's economic structure, and the most of its population is therefore engaged in agriculture. Besides, animal husbandry, especially horse and sheep breeding, is also highly developed sector in the district. It is notable to stress that Turkey's best racehorses are bred and raised at Karacabey stud farm. As the agriculture and animal husbandry have important place in production, the agriculture-based industry in the district has considerably developed and, the district has been the centre of attraction for important investments. Leading factories operating in the food industry sector (e.g. Nestle, Sūtaş) are centered in the district as well as the import-export industry in the fields of feed, poultry, livestock and dairy products due to the agricultural sector and animal husbandry. In terms of employment, those working in industry and agriculture sector mostly work as seasonal workers.

The district of Karacabey is not yet locally equipped with the relevant tools and awareness to make sure that migrants, especially forced migrants and seasonal workers are adequately integrated to different spheres of everyday life.

2.10.3.2 MAIN POLICIES

Article 13 of the Municipal Law (Belediye Kanunu, No 5393) embraces the principle of 'fellow citizenship': "Everyone is a fellow citizen of the city which he resides in. Fellow citizens shall be

entitled to participate in the decisions and services of the municipality, to be informed about municipal activities and to benefit from the aid of the municipal administration. Aid shall be extended in such a way so as not to hurt human dignity. The municipality shall perform necessary activities to improve the social and cultural relations between the fellow citizens and to preserve cultural values.” Based on this principle, Karacabey Municipality tries to make sure that all kinds of refugees and migrants have equal access to the services provided by the municipality. There is a lack of awareness among the local actors and residents of the district with regard to the inclusion of migrants in everyday life.

2.10.3.3 FOCUS AND PERCEPTION

Immigrants particularly prefer Karacabey, the Matilde local region, due to the availability of job opportunities. Whereas rural Karacabey hosts Syrians who come to the region to work as seasonal agricultural workers, mainly tomato, the rural area mainly hosts permanent migrants who work in factories and workshops. Some immigrants also work in jobs which locals do not want to. And some other immigrants are also self-employed and running small business enterprises such as small shops (*bakka*) and bakeries. However, lack of exact data is underlined in the interviews, stating that there are recently Afghans who have started to come to work in husbandry.

Inclusion of forced migrants residing in rural and agricultural places requires active involvement of local actors such as the district municipality, fellowship organisations, factories, primary and secondary school administrations, and health services. Temporary protection status provides legal foundation for accessing the rights, however there are obstacles to turn the rights into the capabilities, real opportunities people enjoy. Language, competition among the poor, and social exclusion have been the main obstacles before integration. The biggest obstacle seems to be the lack of knowledge in Turkish language among the forced migrants. The distance to the city center makes access to social services difficult for those residing in Karacabey, or for those migrants who are seasonal agricultural workers. This shows once again the importance of support for local services.

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2.11. UNITED KINGDOM & SCOTLAND

Authors: Simone Baglione & Maria Luisa Caputo

2.11.1 CENTRAL LEVEL

2.11.1.1 HISTORICAL HIGHLIGHTS SINCE 1990

Integration policies in the United Kingdom originate in the 1960s when they notably aimed at migrants from New Commonwealth countries and focus at addressing discrimination and racial hatred and on mechanisms to manage community relations (Broadhead 2020). The British integration policies aim predominantly at the second (or sequent) generations of migrants and only in very limited cases specifically at newcomers (ibid.) – these are primarily devoted to asylum seekers and refugees. The British integration framework aims at enhancing minorities' relations and building a more cohesive society, nevertheless this framework includes measures that directly concerns newcomers – like language classes (ESOL).

More in general, in the United Kingdom immigration and integration policy in the last twenty years has shifted from a multicultural model in which community of diverse origin could simultaneously live in their own culture and diasporic ties while embedded in everyday British practices through jobs, leisure and civic or political engagement, into a model of stigmatization and ghettoization of newcomers, as we discuss more in detail in the following sections.

2.11.1.2 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Political competence on immigration and asylum issues is split among central and devolved/local authorities. While central authority retains competence and authority on immigration and asylum domains (who and under which conditions is to be admitted on the British soil depends on central policies), devolved authorities, that is national authorities such as the Scottish government, and local authorities, retain policy competence on issues pertaining to the integration of immigrants and asylum seekers such as education and training, housing, health care, as well as community engagement and participatory issues. We present central level policies in more detail in the following section.

2.11.1.3 MAIN POLICIES

In the last twenty years, two major narratives⁶⁵ emerged: the idea of communities leading “parallel lives” (Cantle, 2001); and the one of the country “sleepwalking into ghettos”. In 2001 riots occurred in Bradford, Harehills (Leeds) and Oldham (Greater Manchester). Home Office analysed those episodes in the Community Cohesion Report (2001) (known as Cantle report) affirming that “separate educational arrangements, community and voluntary bodies, employment, places of worship, language, social and cultural networks, means that many communities operate on the basis of a series of parallel lives” (ibid. p.9). The narrative of the “parallel lives” emerged from the critic to multiculturalism as an approach that refers to an essentialist idea of culture, gives unfair advantages to minority cultural and religious groups and encourages cultural communities to form separate societies, discouraging integration (Mason 2018). In the wake of those analyses, British policies – traditionally adopting an approach based on the importance of minority groups and recognition of multiculturalism – experienced a “assimilationist turn” (Bertossi, 2007) and developed the Community Cohesion Policy Framework.

This framework aims at building positive intercultural, interethnic and interreligious relationships, tackling inequalities and developing trust between faith, cultural and ethnic groups. The Cantle report (2001) and the Local Government Association (LGA) define a cohesive community as one where there is common vision and a sense of belonging for all communities; diversity is appreciated and positively valued; those from different backgrounds have similar life opportunities; and strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods (LGA, 2002). The Commission for Integration and Cohesion (CIC, 2007) enhanced also the importance of a strong sense of an individual’s local rights and responsibilities; a strong sense of trust in institutions locally, and trust that they will act fairly when arbitrating between different interests and be subject to public scrutiny; a strong recognition of the contribution of the newly arrived, and of those who have deep attachments to a particular place.

The second narrative – that of British ghettos, formulated in 2005 in a paper at the conference

⁶⁵ See Boswell, Geddes, Scholten (2011) for the role of narratives in migration policies.

of the Royal Geographical Society – stated that ethnic segregation was increasing and ghettos had formed in some British cities, and was shared by the Director of the Commission for Racial Equality at that time (Peach 2009). In the following decade, many scholars (Peach & Simpson, 2009; Peach, 2010; Finney & Simpson, 2009) – enabled by the statistics on ethnicity and on religion introduced in the census by the Office for National Statistics (ONS) in 1991 and in 2001– denied the hypothesis of the existence of ghettos in British inner cities and discussed the re-spatialisation of “racialised geographies” as more peripheral regions were increasingly ethnically diverse (Rhodes, Brown 2019). Furthermore, considering that living near people of the same background could represent as well an active choice aimed at preserving cultural traits and identity (Peach 1996), they also suggested that connections with fellow migrants reinforced by residential proximity may strengthen social capital, the sense of being settled and at home (Ager & Strang, 2008).

Those studies stated that British ethnic groups’ spatial concentrations cannot be considered by default as an indicator of the lack of integration. Nonetheless, in the very recent years, dispersion inspired policies have been implemented in particular with the asylum seekers and refugee’s programmes. In 2000, the Home Office established a Refugee Integration Strategy to support recognised refugees (i.e. not including asylum seekers) in their access to labour market, accommodation, welfare benefits, healthcare, education and language services and to encourage participation (Home Office, 2000).

Refugee populations were understood as a group in need of integration support and this was meant – in an assimilationist way – as a stress on the attainment of English language and culture skills accompanied with the end of funding for clusters of refugees to establish their own refugee community organisations (RCOs) to enable the retention of cultural identity and encourage self-help (Phillimore, 2012).

Concerning Asylum seekers, since the Immigration and Asylum Act 1999, the British government began a process of separation between the categories of ‘asylum seeker’ and ‘refugee’ (Spencer, 2011) and decided who was considered “eligible to integrate” and who not (ibid.). Asylum seekers were not considered ‘refugees’ unless they were granted this status by the UNHCR, or they gained ‘leave to remain’ in the country, as a result they were not eligible for integration support

(Spencer, 2011). Meer, Peace and Hill (2018) reformulate the issue in terms of which is the “starting-point of the integration process”, an issue that remains disputed, not least by the Scottish Government which maintains that it begins from the point of arrival. Furthermore, they point out that the Immigration and Asylum Act (1999) placed responsibility for arrival, housing and welfare provision with central government that allowed asylum seekers access merely to cash-only support and to accommodation in a no-choice location and removed local government from service provision. The introduction of no-choice accommodation is to link with policies that established dispersal as a key immigration policy. In this sense, in the early 2000s the Home Office abandoned a key feature of its previous programmes which enabled the clustering of small groups, fearing that this approach would lead to the creation of ‘ghettos’ (Hynes, 2011). A new policy – introduced by the New Labour government – aimed at “sharing the burden” saw dispersal (away from south-east England) as a solution to the increasing number of people seeking asylum in the UK. UK dispersal policy has been criticised for being driven by void housing and for concentrating vulnerable populations in deprived neighbourhoods (Stuart, 2012). Furthermore, asylum policy-imposed liminality is indicated as the reason for not developing feeling of belonging. Along with dispersion, exclusion from work is a key element of this condition of liminality and allowing asylum seekers to work would be a key step forward and contribute to generate a greater sense of belonging (Parker, 2020).

2.11.1.4 FOCUS AND PERCEPTION

The narrative behind those policies – stated in the white paper *Fairer, Faster and Firmer* – is the idea of an ‘economic pull factor’ such as that economic migrants in disguise of asylum seekers were attracted to the United Kingdom because of economic opportunities (Mayblin, 2019), the existing literature agrees that there is no evidence that can confirm this hypothesis (ibid.). Current asylum policy in the UK is thus recognised to be a barrier to social integration, preventing their progression from benefits into work. Furthermore, UK integration strategies prove to be contradictory by focusing on the employability as a key aspect towards refugees’ broader integration, while at the same time being restrictive and negatively impacting their access to labour market (Bloch 2008). Additionally, even when asylum seekers have granted the refugee status, structural failures in the delivery of their new rights result in disruption and disempowerment in refugees’ lives (Strang et.al., 2018). “Instead of increasing independence and

contribution, it is clear that for most, the immediate impact of receiving refugee status is to interrupt, and even reverse aspects of integration and to increase dependency” (ibid., p .211). In particular, the 28-day time period between the granting of leave to remain and the removal of asylum support is widely considered to be insufficient to support refugees into paid employment or to enable them to access to general welfare benefits and housing support.

Integration policies in the UK are primarily targeting refugees and asylum seekers, while for economic migrants or TCNs in general, there is no such an integration policy ‘tout court’. Actually, the country has actively tried to discourage immigration, rhetorically and politically, apart from high qualified/skilled or business-related immigration. Hence, having in mind such a contextual specificity, the priority in integration policies for refugees and asylum seekers focus on language learning and skills/educational attainment recognition as specified in the following paragraphs

2.11.2 MATILDE REGIONAL LEVEL

2.11.2.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

As mentioned earlier, political competence on immigration and asylum issues is split among central and devolved/local authorities. While central authority retains competence and authority on immigration and asylum domains (who and under which conditions is to be admitted on the British soil depends on central policies), devolved authorities, that is national authorities such as the Scottish government, and local authorities, retain policy competence on issues pertaining to the integration of immigrants and asylum seekers such as education and training, housing, health care, as well as community engagement and participatory issues. We present regional/local level competencies in more detail in the following section.

2.11.2.2 MAIN POLICIES

At Scottish level, we could appreciate the same lack of an integration policy aimed at newcomers as a general category of migrants, while an ad hoc integration strategy has been developed for refugees. Regarding the existing integration policies, they are significant differences with the UK policies – that is possible as those policies are devolved matters.

The national New Scots Strategy (2014-2017 and 2018-2022) has been built by the Scottish government, the Local Authorities, the Scottish Refugee Council with the active participation of refugees and asylum seekers. Its goals are an integration process starting from day one, empowering people to know about their rights and how to exercise them, involvement of refugees and asylum seekers in shaping the strategy and its delivery, building inclusive communities. This strategy addresses the key issues of employment, education, housing, health, communities and social connections, and coordinates the efforts of all organisations involved in supporting refugees and people seeking asylum. The Scottish Government provides funding through its equality budget to support a range of projects run by third sector organisations. Those projects aim at integrating refugees and asylum seekers in their local communities by supporting their employability, arranging English language classes, taking care of their mental health and organising cultural activities.

Considering the limit of being a very recent policy without any deep analysis already carried out, the New Scots seems to have positive outcomes on migrants' lives and migrants' impact in Scottish society. With the "integration from the day one", it contributes to avoid the limbo of asylum seeking and its effects on the refugee integration potential. It has a positive impact on the cooperation of different actors – the national government, COSLA, the local authorities and the third sector organisations – aimed at building a coherent integration model. Providing a narrative on refugees' integration, it also contributes to the voluntary adhesion of all the Scottish Local Authorities to the resettlement program that allow refugee population to safely settle across the country – the programmes saw very few out-migration toward urban areas and very few tensions – the fact that the resettled refugees were families with schooling children has been indicated as a key element for the integration in the new community.

Finally, the Scottish approach defined by the New Scots Strategy seems to emphasise the importance of minority groups and of multiculturalism.

2.11.2.3 FOCUS AND PERCEPTION

Instead of a 'job first' approach in the UK, the Scottish one is prioritising providing refugees and asylum seekers with the basic instruments (language, skills recognition-refinement) to develop an independent life in the country.

In the context of the Cantle report, after the 2001 riots and in the general framework of the Community cohesion strategy, the language became a central matter as strictly associated with ethnic and national identity. The ESOL Strategy – English for Speakers of Other Languages – developed in 2007 is delivered by a large range of providers through local authority partnerships, colleges, schools, voluntary organisations, universities and private language providers. ESOL learners are very diverse, ranging from highly educated and proficient learners tackling a new language, to individuals who have little or no experience of schooling and are not literate in their first language. This strategy is transversal to different categories of migrants and funded through different sources – Core Scottish Funding Council allocations to colleges, Local authority Community Learning and Development (CLD) funding; ESOL Strategy funding allocated to Community Planning Partnerships.

Concerning employability, apart from the New Scots strategy, the Scottish Government provides support for employability through different programs aimed at all its population (cfr. UK Taxonomy). Nevertheless, a Migrant and Refugee Skills Recognition Pilot Project has been launched in 2018 aiming at developing infrastructure that businesses in Scotland need in order to maximise on the skills that migrants bring to employers and the employment market. The project will strategically target four sectors: Social Care, Construction/Engineering and IT and Hospitality, each experiencing skill shortages and under-employment. It aims at developing a system that will enable all citizens to gain recognition for their skills and experience, regardless of the context/country in which they were gained. The project is led by Glasgow Caledonian University in partnership with the Bridges Programmes, Skills Development Scotland, Glasgow City Council, Scottish Credit and Qualifications Framework Partnership, Scottish Qualifications Authority, the Scottish Refugee Council and Glasgow Clyde College. We do not know yet the outcome of this 15-months pilot project to explore processes for recognition with a focus on migrants who have come to live in Scotland.

2.11.3 MATILDE LOCAL LEVEL

2.11.3.1 COMPETENCIES AND JURISDICTION ON MIGRATION AND INTEGRATION ISSUES

Local authorities are an important actor in the integration governance structure in Britain, where, as mentioned earlier, the political authority about integration issues is shared among the central, devolved and local authorities. Local authorities in particular retain jurisdiction on important aspects connected with integration such as housing, cultural activities and services, community engagement and civic participation.

2.11.3.2 MAIN POLICIES

For the local level, we focus our policy consideration on refugees, as their recent arrival in rural and remote Scottish local authorities seems to have encouraged a reconsideration of the integration policies aimed at migrants in general. All the Scottish local authorities participated in the resettlement program, including rural and remote ones. Living in those areas is particularly challenging: because of the difficulty of travelling (e.g. in the island, off the island), accessing health care, accessing to job, dealing with the weather. And even more challenging for migrants, as they may face isolation, language barrier, culture obstacles (e.g. it is not possible to respect religious needs as there is no halal butcher), the impossibility to access to comfort things that can help making isolation more bearable (like accessing home food like as it would be possible in a city), the impossibility of affording travels to visit friends and family and the lack of specific equipment (ex. Waterproof clothes and shoes). Finally, the low disposable incomes do exacerbate those challenges.

Nevertheless, our interviews unveiled how the experience of the resettlement programme in Western Island changed their view on the opportunity of resettle refugees there. Many reasons have been mentioned by different interviewees on this point. According to a local government representative, in rural areas communities are on one side open and supportive and on the other less diverse – there are less or no services for non-English speakers (ex. shops where there are Arabic speakers) and it is more difficult to congregate by national groups – and that would help integration. Another interviewee stresses how insularity does not mean isolation but on the

contrary islanders have extended connection – because they worked in the merchant navy, in the oil industry, or fishing – and worldly view. Islanders are used to work with people of all over the world and to diversity and this can ease the integration of newcomers. On the other side, from the migrant's point of view, those remote places offer the opportunity of becoming quickly part of a community. The opportunity to connect more easily with locals is often related by the interviewees to the fact that refugees were notably families with children of school age. Schooling has been identified as a prominent integration factor. In this sense interviewees pointed out how refugee women through their children are more exposed than men to social interactions and so learn English quicker.

Concerning refugees' integration in the labour market, two additional reflections arose from the interviews. Firstly, the need of considering for the choice of the resettlement location also the potential impact of the local socio-economic situation on refugees' opportunities. The availability of suitable accommodations can occur in areas affected by high level of deprivation and unemployment, as in the case of North Ayrshire. Secondly, migrants face the challenge transferring their pre-existing skills in the Scottish context, e.g. in order to be employed as a chef or to open a restaurant a refugee needs to be aware of Scottish regulations, speak English, etc.

Concerning the ESOL classes, that is language provision to non-English native speakers strategy for Scotland, the arrival of refugees brought to an increase in ESOL provisions – rethought for meeting refugees' needs while before it was qualification oriented – that benefited all migrant communities. The access to ESOL provision seemed to be understood notably according to the characteristics of the migrant: age and gender can act or acted as a barrier. Child responsibilities, larger families and gendered roles and duties have been indicated as obstacles in accessing English classes. Nevertheless, ESOL providers worked to mitigate those obstacles notably by providing child care. Teaching methodologies and objectives have been rethought through innovative practices – like family classes, gendered classes, one-to-one classes, ESOL/befriend projects – and an ongoing adjustment of those tools.

Finally, according to an interviewee, the arrival of the refugee population has highlighted the need of translating documents and information in other languages and employing interpreters, with benefits for the larger migrant population.

2.11.3.3 FOCUS AND PERCEPTION

At local scale, in rural and remote areas, all the four local officers interviewed appreciated the positive impact of the presence of migrants on the local population's understanding of migration, bringing a positive change in the perception of migrants and of "otherness". The possibility of meeting people of different cultures in very remote places have been highlighted notably in reference to the resettlement programme that can be symbolised by the attitude toward the "hijab scarf", largely mediatised as symbol of alterity in western countries. "*Some people never saw a Hijab scarf; people were staring at the window. Now Hijab scarf is part of North Ayrshire landscape*".

Differently, in the Outer Hebrides, where a Gaelic speaking Muslim Pakistani community is established since the WWII, the concept of "otherness" does not seem to correspond to that of "visible minorities" as in North Ayrshire. The amount of previous generations living on the islands and the ability of speaking Gaelic seem the main traits to distinguish between locals and newcomers.

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2.12. CROSS-COUNTRY COMPARATIVE OVERVIEW

Authors: Marika Gruber & Kathrin Zupan, with contributions from Christina Lobnig, Kathrin Stainer-Hämmerle and all named policy country report authors

Before the main aspects of the MATILDE policy country report findings in a cross-country overview will be presented, all of them are summarized briefly:

- **Austria:** In Austria, the Federal Government has the competence for main areas of migration and integration and shares the responsibility with different ministries. Currently, a centralization process is recognized in integration affairs. Integration is regulated in the Integration Act with mandatory **demands**, like taking place mandatorily in language and “orientation” courses and to pass an exam on it. Although, integration is described as a process that requires the participation of migrants and the local society, in reality it is a **one-way process**, which mainly obliges migrants. Even if they assimilate into the Austrian society and active work on the demands of the integration act, many of them do **not feel welcomed**. People with limited residence permit are in danger of return order. Hence, immigration becomes **restrictive** since 2015, especially. Asylum policies are often reformed and hard to understand also for experts.
- **Bulgaria:** The prioritization of migration policy started relatively late, but the production of policy documents accelerated ever since and three integration strategies have been adopted. The **integration policy is institutionalized** with a National Council of Migration and Integration co-chaired by two ministries. The European integration of Bulgaria is a key factor for the harmonization of legislation in the field of migration and integration. The last amendments in the Law on labour migration and mobility facilitate the access of TCNs into the labour market. The major weaknesses are in three regards: several policy documents remain on paper and are not efficiently implemented; the context is shaped by **strong anti-immigrant narratives** that undermine the conditions for the implementation of integration policy; the good practices of labour integration and migrant entrepreneurship are not sufficiently promoted, but rather ‘forgotten’ by the policy discourse.
- **Finland:** The Ministry of Interior is responsible for immigration policies and the Ministry

of Economic Affairs is responsible for integration policies, while other ministries support legislation processes concerning their areas. However, the municipalities are responsible for the welfare system, where all municipal denizen have **equal access** to. Integration is defined as a development of migrants and the host society to **multiculturalism**. The whole society is included, migrants are **guided and supported**. Nevertheless, migrants are **demande**d to integrate in the labour market and to learn the language actively, which is understood as successful integration.

- **Germany:** In Germany, the federal level is responsible for migration and integration policies, whereby several ministries are involved. The Federal States may extend and modify the policies, and are responsible for their implementation. Rural districts and municipalities, finally, have compulsory tasks, e.g. regarding residence and livelihood issues, while many other tasks of integration are voluntary ones. This scope of action leads to very different outcomes on the regional and local level. **An institutionalization took place** with the Immigration Act of 2005, however, the acknowledgement of **Germany as a ‘country of immigration’ is an ongoing political debate**. Recently, meritocratic principles found their way in policies targeting forced migrants.
- **Italy:** Due to the Law 189/2002, called “Bossi-Fini”, and the “Decreto Flussi”, Italian aim to meet their labour market needs with the help of migration and integration laws. Migrants have to prove a regular employment contract and have to sign an Integration Agreement since 2012. They have to achieve knowledge in Italian language, Italian Constitution and civic culture. Active interaction and intercultural dialogue of migrants and the host society are not aimed, but migrants have to **assimilate**. Hence, migrants live more or less **segregated** from the host society depending on different factors, like education, access to labour market and housing. Instead they might be integrated in their ethnic communities. Furthermore, irregular migration is combat, consequently.
- **Norway:** The responsibility of migration and integration is shared by the Ministry of Justice and the Ministry of Education and Research with different agencies in Norway. Since 2021, the responsibility for regions increase. Integration policies focus on refugees and asylum seekers, while just a few programs exist for economic migrants. Most comprehensive is the Introduction Act of 2003, replaced by the Integration Act in 2021. Integration is understood as **two-way process** between migrants and the host society.

The aim is to increase the **participation** of migrants in economic and social life to ensure **equal access** to social rights. A mandatory introductory program for refugees is accompanied by the obligation of municipalities to provide these programs. Integration is linked to **demands**, now, but **diversity** and equality remain central aspects.

- **Spain:** Migration policies are released decentralized in Spain. At national level, the Ministry of Inclusion, Social Security and Migration and the Ministry of the Interior are responsible for immigration, citizenship and residence permit. Regional governments have the competence for integration policies. Hence, focus and perception differ in the regions. In general, Spain focuses on the **needs of the labour market**. Migrant immigration bases on their labour market integration. This link is destroyed in times of crises, when unemployment increases. Some migrants and the host society live in **separate coexistence with little points of contact**, but depending on types of migrants and places/countries of origin.
- **Sweden:** Two different departments are responsible for integration policies, supported by the Swedish Public Employment Service. Even if integration is centralized in Sweden, a national strategy for integration does not exist. Historically, Sweden is a country of high **diversity** and immigration is dominated by refugees since the mid-1980s. On this basis, **equality**, obligations and possibilities are independent of ethnic or cultural backgrounds. **Respect, tolerance and co-responsibility** is shared in the society as a whole. Since the “etableringsreform” of 2009 and its reform in 2018, new arrivals have to attend a labour market policy program (“Etableringsprogram”), to improve their chances for participation and integration.
- **Turkey:** After a long time of homogenization process through the nation-building process in Turkey, Europeanisation, globalization and internal motivation lead to more recognition of diversity since the 1990s. The Law on Foreigners and International Protection (LFIP) of 2014 was the first law on migration, asylum and integration, defining **integration as two-way process** and perceive an **interculturalist model of integration**. It is comprehensive, institutionalizes migration, asylum and integration, regulates the responsibility and standardizes processes. Additionally, it is developed in a participatory way, including different national and international stakeholder, as well as host and migrant society. The Municipality Law in Turkey regulates the **principle of fellowship/denizenship**. Every

fellow has **equal access to services, independent of citizenship**. Nevertheless, migration and integration policies in Turkey remain ambivalent – multiculturalist and difference-blind republicanism.

- United Kingdom and Scotland:** In the United Kingdom, the British authorities have the competence on immigration and asylum, while the Scottish national authorities are responsible for integration since 1998. The British integration policies have their roots in 2001 riots and the Home Office report on “parallel lives” and are aimed at building a more cohesive society on the base of shared values. They aim notably at minorities, and consequently at migrant groups. The integration policies at Scottish level diverge from the UK ones, notably in relation to Asylum. Asylum seekers are **dispersed** by the Home Office across the country in willing Local Authorities. They are **excluded** from labour market until the grant of the asylum, even if employability is described as key aspect of integration. In Scotland, in the framework of the New Scots strategy, the national policies aim at **integrating** the asylum seekers since the day of their arrival, bringing closer the two categories of asylum seekers and refugees strongly separated at UK scale. Finally, since 2015 all Scottish local authorities are resettling Syrian vulnerable refugees, strongly accompanying their integration in the local communities.

As the policy country reports and the above outlined summaries show, migration and integration policies in the MATILDE countries are quite different. To sum up the key findings of the MATILDE policy country reports, the following table provides an overview of the country-specific focus of the migration and integration related policies, the different integration political goals and main emphases in a comparative view.

Table 1 - Main focus of the MATILDE country policy reports

| Country | Main Focus | Short description |
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| Austria | Support and demand: Language acquisition & labour market integration | Integration is possible, when migrants fulfil restrictive demands and conditions. Many remain unwelcomed. |
| Bulgaria | Individual responsibility | The policy of integration shifted from national to local level, which per se is a positive development, |

but most local authorities are not prepared or willing to fully assume this responsibility. Labour migrants are relatively well self/integrated. Key actors for the refugee integration are not so much the institutions, but NGOs and international organisations.

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| Germany | Humanity and regulation (Migration) Support and demand (Integration) | Migration and integration are organized between two poles each. Policies are guided by a negotiation between three strands of debate: identity, security and economy. |
| Finland | Support and equal access & multiculturalism | The whole society is included in the integration process, people should live together in a multicultural society. Migrants are supported and have equal access to services. |
| Italy | Labour market integration & demands for migrants | Migrants have to be utile for the labour market, learn the language and gain knowledge about the culture and the constitution. They live more or less segregated from the host society depending on different factors, like education, access to labour market and housing, but might be integrated in their ethnic communities. |
| Norway | Cultural diversity, equal rights and opportunities for migrants | Integration is understood as a two-way process between migrants and the receiving society. This also means refugees have to participate mandatory in integration programs, municipalities are obliged to provide such programs. |
| Spain | Labour market integration | Basic health care, basic social rights, and child schooling for all immigrants (including irregular ones). At a second level, social integration is achieved through labour market integration. |
| Sweden | Equality | Equality is independent of ethnic or cultural |

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| | | background. The society is diverse. |
| Turkey | Process of institutionalizing & fellowship/denizenship | Migration and integration became more institutionalized and responsibility is shared. Municipal denizens have equal access to services, independent of citizenship. |
| United Kingdom & Scotland | Integration of minorities, labour market integration, Refugees targeted by specific integration policies | Community Cohesion Strategy aims at building a creating a cohesive community, it concerns notably minorities but also migrant groups. Asylum seekers are dispersed in willing Local Authorities by the Home Office without choice. In Scotland, they are notably in Glasgow. Vulnerable refugees from Syria have been displaced in Scotland since 2015. All Scottish Local Authorities participated in this resettlement program. Integration policies in Scotland concern both asylum seekers and refugees from the day one of their arrival. |

Migration and integration policies developed differently in the ten MATILDE countries over the last years. The figure below shows the general development of migration and integration policies in the MATILDE countries since 2015, by considering also the strong refugee migration of 2015/16. The picture attempts to compare the developments in the countries and shows whether migration policies opened or tightened and integration policies have been strengthened or tightened since 2015. As the picture illustrates, the development of migration and integration policies has also varied within the individual countries. It may be that immigration regulations have been tightened, but at the same time the integration of immigrants has been promoted (strengthened). In some countries, no significant changes could be observed.

The arrows only indicate a tendency in which direction migration and integration policies have developed in the countries. This evaluation is based on a careful analysis of country-specific migration and integration policies and discourses. The length of the arrows is not an indicator of how much change there has been in recent years.

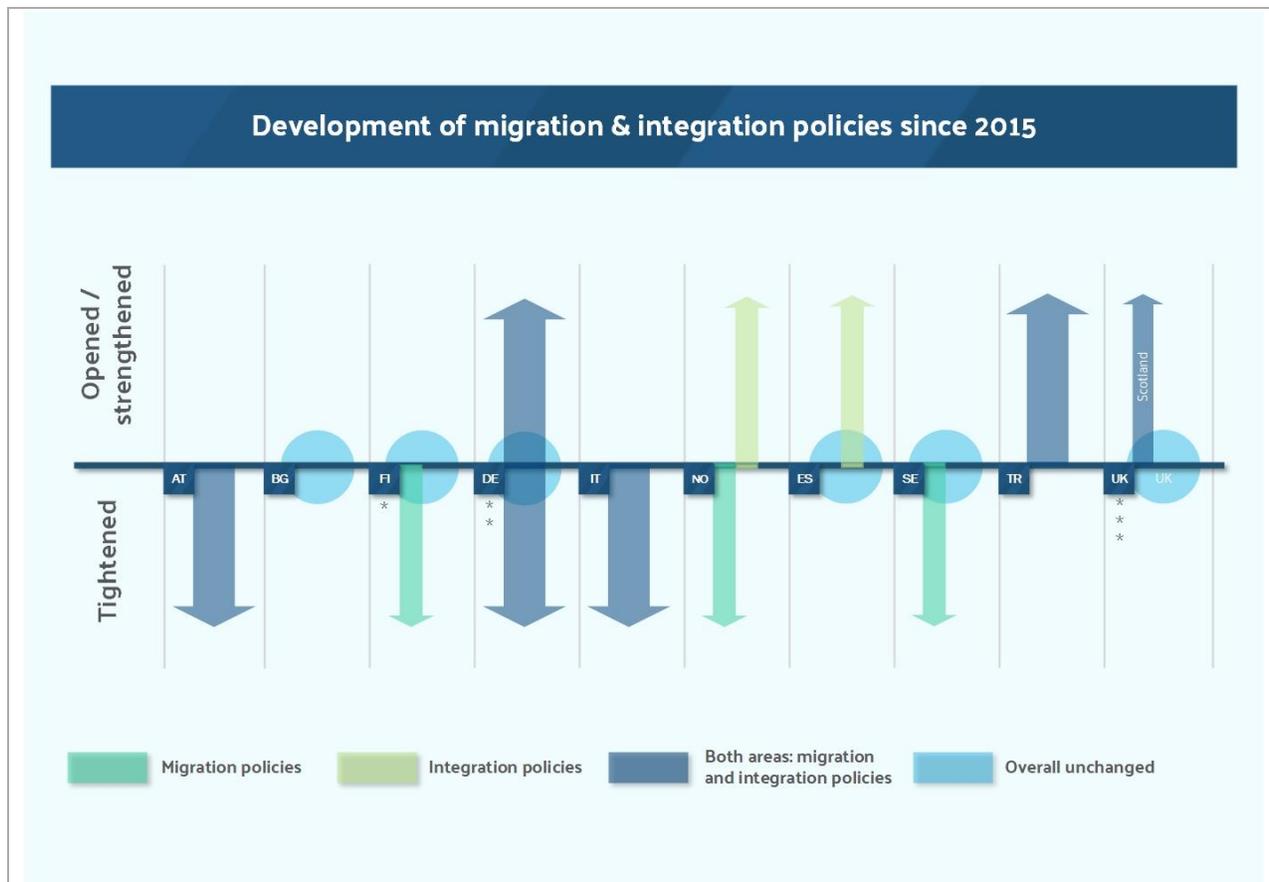


Figure 2 - Development of migration & integration policies since 2015 (designed by Christina Astrid Lobnig, CUAS)

* Migration policies have slightly tightened, while the integration remained fairly constant. But there are differences regarding the types of migrants.

** Due to changes in different directions (strengthened and tightened), the arrows display both developments in Germany.

*** In the United Kingdom, migration and integration policies remained constant. In Scotland, the situation is quite different and both areas have been promoted.

3. CONCLUSIONS ON THE MULTI-LEVEL MIGRATION AND INTEGRATION POLICIES AND THEIR INTERACTIONS

Authors: Marika Gruber & Kathrin Zupan, with contribution from Kathrin Stainer-Hämmerle

Since the early 2000s, the European Union and its institutions aim to harmonize asylum applications, procedures, reception and rights of asylum. The coordination of migration policies at European Union level is bypassed by national migration policies. The MATILDE policy country reports display, how different the Member States develop strategies and policies concerning migration and asylum. Especially, the lack of shared responsibility and legal ways to enter the European Union and its Member States is criticized by scientists and NGOs. Even if the European Union asks the Member States to create and expand legal possibilities of entering the Union, they remain rare. The indication of the development of migration policies in the MATILDE policy country reports show that migration is rather tightened across the countries. In addition, illegal ways to the European Union are progressively closed and the return procedure becomes more efficient and are strengthened.

Member States are responsible for integration policies. Hence, the new Action Plan on Integration and Inclusion for 2021-2027 is just a communication, so a recommendation paper, which highlights the European Union's definition of integration repeatedly as a two-way process, undertaken by migrants and the receiving societies. Many Member States adopt this definition to their national integration policies. But, some of them increased pressure on migrants, such as Austria, Germany, Italy or the United Kingdom. Others try to include the whole society, like Finland, Norway, Sweden and Scotland. They aim to principles as multiculturalism, equality, diversity and/or inclusion. Hence, as far as integration is concerned, some Member States are falling behind the EU approaches and proposals, while others are already much further ahead.

Outlook: A further breakdown of migration and integration policies according to fields of action (e.g. education, labour market, health, housing) and TCNs groups (such as refugees, migrant workers, persons settling down due to family reunion etc.) will be done in order to derive targeted policy recommendations for the European Union as well as the MATILDE countries and rural regions. These multi-dimensional policy-recommendations will be elaborated in the course of

further MATILDE project activities based on empirical findings and participatory research with different policy makers and practitioners.

ANNEX – POLICY TAXONOMIES

AUSTRIA

LAWS

| THEME | | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
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| Social welfare and guaranteed minimum income | Art 15a Federal Constitutional Act/Bundes-Verfassungsgesetzes (B-VG) | 2010 onwards | | Agreement between the Federal Government and the provinces to achieve greater harmonisation of the social welfare systems of the provinces. This agreement defined common national standards in important core areas of social welfare, which were also largely taken into account by the provinces when drafting their laws on guaranteed minimum income, e.g. lower limits on benefits (Leistungsuntergrenzen), standards for asset recovery (Leistungsuntergrenzen, Standards bei der Vermögensverwertung), recourse (Regress) etc. | NUTS 0/ NUTS2 | Federal Government | General population | National | National and federal state (provinces) | Analogous to treaties under international law, agreements under Art. 15a B-VG also require ratification in the National Council (under Art. 15a para. 1 B-VG) and in the Land parliaments (under the Land constitutions) if they are also to bind the legislative bodies. Unlike treaties under international law, agreements under Art. 15a B-VG are not concluded at federal level by the Federal President, but by the Federal Government or the competent federal ministers. | |

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| <p>Basic supply agreement/Grundversorgungsvereinbarung – Art. 15a B-VG (Bund – Länder) (BGBl. I Nr. 80/2004)</p> | <p>2004</p> | <p>Originally, the Federal Government had taken care of asylum seekers on its own within the framework of private-sector administration (until 1991 without any particular legal basis, from then on according to the Federal Care Act). However, constitutional concerns arose, among other things.</p> <p>Therefore, the agreement of the regional authorities was reached in 2003. The government bill was passed in the Council of Ministers in 2003, in the National Council and the Federal Council in 2004, and then promulgated at the federal level. This was followed by the more comprehensive amendment of the aliens law package in 2005.</p> <p>Furthermore, the Supreme Court had ruled in 2003 that asylum seekers had a legal right to humane care, which led to various court orders against the Federal Government. For this reason, a legal claim was explicitly excluded in this agreement (Art. 1</p> | <p>Agreement between the Federal Government and the provinces pursuant to Article 15a B-VG on joint measures for the temporary provision of basic care for foreigners in need of assistance and protection (asylum seekers, refugees, displaced persons and other persons who cannot be deported for legal or factual reasons) in Austria (agreement on basic services - Article 15a B-VG)</p> | <p>NUTS 0/NUTS 2</p> | <p>Federal and provincial governments</p> | <p>Representatives of the Federation and the provinces; foreigners in need of help and protection, who are worthy of support</p> | <p>National</p> | <p>Federal states (provinces)</p> | <p>The agreement regulates the scope of the universal service (Art. 6) and also guarantees compliance with Council Directive 2003/9/EC laying down minimum standards for the reception of asylum seekers in the member states and Council Directive 2001/55/EC of 20 July 2001 on minimum standards for the granting of temporary protection in the event of a mass influx of displaced persons (Art. 1 Para. 2). In addition, the agreement contains special provisions for unaccompanied minor aliens (Art. 6) and for acute measures in the event of mass refugee movements (Art. 7).</p> <p>The central point is also the regulation of the distribution key for the federal states (provinces), namely in “consideration of the resident population ratio” and through “annual overall assessment” (Art. 1, Paragraph 3). It also sets the maximum costs of the universal service (Art. 9) and regulates the distribution of costs (Art. 10–12): These are divided between the Federal state and the provinces in a ratio of six to four (Art. 10, Paragraph 1),</p> |
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| | | | para. 5): The minimum claim, which Austria is obliged to fulfil under international law, is only "the satisfaction of basic needs in consideration of Art. 8 ECHR" (according to para. 4 of Art. 8), not the extent of basic provision, which is clearly more in line with the standard of living of Austrians. This was chosen with social peace and future integration in mind. | | | | | | | and likewise between the countries by resident population (Art. 10 Para. 2). |
| | Basic Social Assistance Act/Grundsatzgesetz des Bundes gem. Art 12 B-VG (Sozialhilfe-Grundsatzgesetz) | 2019 | The creation of a basic federal law pursuant to Art. 12 para. 1 line 1 B-VG marks a milestone in the further development of the Austrian social system. The last attempt to introduce a basic law in this matter failed in the 1960s. Since then, the Länder have regulated this matter freely. This led to a wide variety of arrangements and, at the beginning of 2007, to the first serious efforts to harmonise the social assistance systems of the Länder throughout Austria. Ultimately, an agreement on means-tested minimum benefits was concluded between the federal government | The Basic Law on Social Welfare states that the provinces have seven months to adopt implementing legislation. A comprehensive implementation of the SH-GG in the provinces has not yet taken place. For this reason, more concrete information (e.g. on the amount of benefits etc) on future social assistance in the provinces can only be provided at a later date. | NUTS 0 | National governments | | | National | As stated in the government programme, social assistance is an essential instrument to poverty and at the same time to lead those affected to (re)integration into the labour market as quickly as possible. With the reorganisation of social assistance, incentives for immigration into the Austrian social system will be curbed. |

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| | | <p>and the Laender under Article 15a of the Federal Constitution Act. However, this agreement expired at the end of 2016, as the negotiations on an extension and future design failed due to the controversial positions of the contracting parties (Federal Government - federal states).</p> | | | | | | | | |
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| | <p>Vorarlberger Mindestsicherungs gesetz (Law on guaranteed minimum income) LGBl.Nr. 64/2010 (novelliert 2017)</p> | <p>2010</p> | | <p>Law for equal opportunities for people with disabilities: The aim of this law is to guarantee people with disabilities equal participation in social life and enable them to lead a self-determined life. § 5 Requirements:</p> <p>(1) Benefits under this Act shall be granted only to persons with disabilities who have their main residence in Carinthia or, in the absence of a main residence in Austria, their actual residence in Carinthia and who are Austrian nationals or are treated as Austrian nationals under subsection 2.</p> <p>(2) Austrian citizens are treated equally:</p> <p>a) Persons who are to be treated as equals under the law of the European Union or under a treaty,</p> <p>b) foreign nationals of nationals, provided that, as nationals of a foreign citizen of the Union, they would be treated in the same way as nationals under lit. a,</p> <p>c) persons who have been granted asylum on the basis of asylum legislation.</p> | <p>NUTS 2</p> | <p>Federal state (provincial) government</p> | <p>Those in need of support in order to lead a life in accordance with human dignity (includes EU citizens and TCNs under certain circumstances)</p> | <p>Federal state (Vorarlberg)</p> | <p>A central point is also the regulation of the distribution key for the countries, namely in "consideration of the ratio of the resident population" and by "annual overall consideration" (Art. 1 Para. 3). It also sets the maximum costs of primary care (Art. 9) and regulates the distribution of costs (Art. 10-12): these are divided between the Federation and the Länder in a ratio of six to four (Art. 10 Para. 1), and between the countries also according to resident population (Art. 10 Para. 2).</p> | |
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| <p>Carinthian Equal Opportunities Act/ Kärntner Chancengleichheit sgesetz - K-ChG (LGBI Nr 8/2010)</p> | <p>2010</p> | <p>Convention on the Rights of Persons with Disabilities, entered into force in 2008; with this convention, the EU member states committed themselves to promoting, ensuring and protecting the rights of persons with disabilities; this convention had to be implemented at federal and state level (provinces).</p> | <p>The aim of this law is to guarantee people with disabilities, including migrants, equal participation in social life and enable them to lead a self-determined life: it addresses particularly support for basic life facilities, therapies, education, employment and skills development, and participation in public life.</p> | <p>NUTS 2</p> | <p>Federal state (provincial) government</p> | <p>People with disabilities (includes people that were granted asylum)</p> | <p>Regional/federal state</p> | <p>Federal state (Carinthia)</p> | <p>Improved conditions for people with disabilities</p> | <p>Convention on the Rights of Persons with Disabilities, entered into force in 2008; with this convention, the EU member states committed themselves to promoting, ensuring and protecting the rights of persons with disabilities; this convention had to be implemented at federal and state level (provinces).</p> |
| <p>Carinthian minimum income law/Kärntner Mindestsicherungs gesetz - K-MSG (LGBI Nr 15/2007)</p> | <p>2007</p> | <p>The Carinthian Minimum Income Act came into force on 1 July 2007 and replaced the Carinthian Social Assistance Act, which had already existed since the 1970s. The new law is intended to adapt to the changed framework conditions and requirements, to bundle existing social services and to increase effectiveness, efficiency and sustainability.</p> <p>E.g. one modification concerns the personal requirements - based on the status under aliens law and no longer on citizenship. A legal stay of more than four</p> | <p>The law seeks to regulate conditions and support for social minimum standards, in relation to a series of basic conditions, in particular with regard to employment, institutions, housing, care, people in particular living conditions, violence, indebtedness, and homelessness and other socially difficult conditions.</p> | <p>NUTS 2</p> | <p>Federal (provincial) government</p> | <p>People in need, who have their main residence in Carinthia (under certain conditions also an extended circle of people).</p> | | <p>Federal state (Carinthia)</p> | <p>Adoption of framework conditions and requirements, bundling of existing social services, increased effectiveness, efficiency and sustainability</p> | <p>Necessary adaptation of the Carinthian Social Assistance Act, which had already existed since the 1970</p> |

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| | | | months in the federal territory as well as the main residence in Carinthia are required; in the absence of such a residence, the actual residence is required. | | | | | | | |
| Education / Training / Language | Integrationsgesetz (IntG) (BGBl. I Nr. 68/2017) | 2017 | | In the areas of language and orientation, the Integration Act regulates the central framework conditions for the integration of refugees (i.a. modul 1+2 of agreement on integration/Integrationsvereinbarung), persons receiving subsidiary protection and legally registered third country nationals. This is achieved on the one hand by integration offers for refugees and people receiving subsidiary protection within the framework of an integrated system of German and Value Courses, and on the other hand by establishing an obligation to cooperate. In addition, the Integration Act provides for a standardised nation-wide integration test for | NUTS 0 | Federal government | Persons legally residing in Austria | National | National | <p>Part 1 of the Integration Act regulates its general provisions. According to section 1 of the Integration Act, the aim of the Act is to enable lawful residents of Austria to integrate into Austrian society by offering integration measures (promotion of integration) and by obliging them to participate in them (obligation to integrate). Pursuant to section 3, the Act addresses persons entitled to asylum, beneficiaries of subsidiary protection and third-country nationals who do not have Austrian citizenship.</p> <p>Part 2 regulates integration measures. According to § 4,</p> |

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| | | | legally registered third-country nationals. | | | | <p>the federal government must provide German courses up to A2 level, and according to § 5, orientation and values courses. § Section 6 regulates obligations to cooperate and possible sanctions. The second main section of Part 2 regulates from §§ 7 to 16 a uniform integration examination for Modules 1 and 2 of the Integration Agreement.</p> <p>Part 3 consists of institutional measures such as the establishment of an expert council for integration and integration monitoring.</p> <p>The 4th part regulates the penal and final conditions of the law.</p> |
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| | <p>Anti-Face Veiling Act/ Anti-Gesichtsverhüllungsgesetz – AGesVG (BGBl. I Nr. 68/2017)</p> | <p>2017</p> | | <p>The Anti-Face Veiling Act is intended, among other things, to enable interpersonal communication, which is necessary for peaceful coexistence in a democratic constitutional state. The law applies to all persons residing in Austria (also tourists); the law should promote integration by strengthening participation in society and ensuring peaceful coexistence in Austria. Anyone who covers or hides his or her face in public places or public buildings by means of clothing or other objects in such a way that they are no longer recognisable may be fined up to €150</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>all citizens</p> | <p>National</p> | <p>National</p> | <p>The actual goal, which has also been reported in the media, is to ban the burqa in public spaces. Shortly after the law came into force, its enforcement caused numerous media reports. In Vienna, a man who was working as a costumed advertising figure in a toy shop was checked by three executive officers following an emergency call. At the Austrian Parliament, filming of the democracy workshop for children was interrupted when a participant in the project costumed as a rabbit mascot had to show his face to the police, who then recognised it as a permitted artistic occupation. According to the police, only four of the 30 or so enforcement actions in the first two weeks after the law came into force involved burqas.</p> | <p>It is also about strengthening women's rights and autonomy. This also ties in with the "headscarf debate", that women cannot/are not allowed to decide for themselves whether or not to wear a headscarf, but are subject to direct, indirect or at least subtle coercion.</p> |
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| | <p>Federal Act on the Promotion of Voluntary Engagement/ Bundesgesetz zur Förderung von freiwilligem Engagement (Freiwilligengesetz – FreiwG) (BGBl. I Nr. 17/2012)</p> | 2012 | | <p>Voluntary integration year (Freiwilliges Integrationsjahr): § 27b regulates civil law aspects of the Voluntary Integration Year for persons granted asylum and subsidiary protection and its other framework conditions to the extent that this falls within the legislative and enforcement competence of the Federal Government; § 27c: the voluntary integration year is one of the special forms of voluntary commitment, is in the interest of the common good and cannot be completed within the framework of an employment relationship. The objectives are integration in the sense of inclusion in Austrian social life and the teaching of the Austrian system of values and the German language, the improvement of equal opportunities through vocational orientation for asylum seekers and persons granted subsidiary protection, the deepening of previous school education, getting to know the work in the place of assignment, personality development, the expansion and application of knowledge for the acquisition of skills for various occupational fields, the strengthening of social and intercultural competences and the promotion of the social commitment of the participants.</p> <p>§27d para. 2: The voluntary integration year is to be handled</p> | NUTS 0 | Federal government | Persons and organizations that undertake activities within the framework of voluntary work in Austria; refugees and people under subsidiary protection | National | National (with Federal States) | Promoting voluntary engagement; for this purpose, the competent minister may also grant funding to promote specific projects and awareness-raising measures; the special regulatory object of the Voluntary Integration Year was to offer persons granted asylum and beneficiaries of subsidiary protection an opportunity for meaningful employment in which they are at the same time active in the interest of the common good and thereby improve their German language skills and experience inclusion in Austrian social life. | Due to the high influx of refugees in 2015/16, measures should be created that enable people to find employment and promote their integration process. |
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| | | by AMS like a work training course. | | | | | | | |
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| Integration Act/ Integrationsjahrge setz (IJG) (BGBl. I Nr. 75/2017) | 2017 | To enable persons entitled to asylum, beneficiaries of subsidiary protection and asylum seekers who are very likely to be granted international protection, to participate in society and to become economically independent by means of measures that accelerate the acquisition of language skills and improve the chances of sustainable integration into the labour market. | NUTS 0 | Federal government | Refugees, beneficiaries of subsidiary protection and asylum seekers who are very likely to be granted international protection | National | National | Support for the labour market integration of unemployed recognized refugees, beneficiaries of subsidiary protection and asylum seekers who are very likely to be granted international protection by measures and trainings offered by the Public Employment Service (AMS) | High number of asylum seekers as well as refugees and at the same time the fact that they often have great difficulties with labour market integration |
| UG - Universitätsgesetz : (BGBl. I Nr. 120/2002): § 64 UG Allgemeine Universitätsreife | 2002 | Proof and nostrification of foreign certificates in order to gain access to university. | NUTS 0 | Federal government | | | National | | |
| Bildungsreformgesetz 2017 (BGBl. I Nr. 35/2018) | 2018 | Federal law amending the School Organisation Act, the Federal Agriculture and Forestry Schools Act, the School Instruction Act and the Compulsory Schooling Act 1985. In the school year of 2018/2019 term, German language support classes and German language courses were introduced. Since autumn 2018, pupils in general and secondary schools, who are classified as extraordinary pupils due to a lack | NUTS 0 | Federal government | | | National | | |

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| | | | of knowledge of the language of instruction, have been taught in German language support classes and German language support courses. | | | | | | | |
| Ausbildungspflichtgesetz – APFIG: Bundesgesetz, mit dem die Verpflichtung zu Bildung oder Ausbildung für Jugendliche geregelt wird (BGBl. I Nr. 62/2016) | 2016 | High share of school drop outs (NEETs), particularly among migrant students | The purpose of this federal law is to provide young people with a qualification (through education or training) that increases the chances of sustainable and comprehensive participation in economic and social life and corresponds to the increasing qualification requirements of the economy. Young people have the obligation to complete an education that goes beyond the general compulsory schooling until the age of 18 years. | NUTS 0 | Federal government | Adolescents who have completed compulsory education | | National | | |

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| <p>Carinthian Child Education and Care Act/ Kärntner Kinderbildungs- und -betreuungsgesetz – K-KBBG (LGBl. Nr. 13/2011)</p> | <p>2011</p> | <p>Compulsory kindergarten year (§20-25 K-KBBG); Language proficiency testing (§53 K-KBBG); Child education and childcare facilities must promote the children's entire developmental stage and in particular their linguistic abilities from the beginning of care until they enter school, so that their potential is supported in the best possible way and a good development-related foundation is laid for their entry into school. The promotion of German as an educational language with a focus on language skills at school entry must in any case take place from the age of four (§3b K-KBBG)</p> | <p>NUTS2</p> | <p>Federal state (provincial) government</p> | <p>Child education and childcare facilities in Carinthia</p> | <p>Regional/federal state</p> | <p>Federal state, municipal level</p> | <p>Creation of standards for the education, upbringing and care of children and young people in kindergartens, after-school care centres, crèches, day-care centres and childminders; regulation of professional employment requirements for pedagogical staff.</p> | |
| <p>Act on recognition and valuation of foreign educational attainment/ Anerkennungs- und Bewertungsgesetz – AuBG (StF: BGBl. I Nr. 55/2016)</p> | <p>2016</p> | <p>Federal law on the simplification of procedures for the recognition and assessment of foreign educational and professional qualifications</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>TCNs and persons who have acquired educational and professional qualifications in a third country</p> | | <p>National state</p> | | |

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| Asylum / residence permit / citizenship / entry regulations | <p>Basic Supply Act Federal Government/ Grundversorgungs gesetz Bund – GVG-B 2005 (BGBl. Nr. 405/1991; last revision BGBl. I Nr. 53/2019)</p> | 2005 | <p>The law was enacted in 1991. The original title referred to the fact that it regulated the responsibilities between the Federal Government and the federal states (provinces): "The Federal Government shall assume the care of aliens in need of assistance who have filed an application under the Asylum Act ("asylum seekers", § 1 para. 1 BBG 1991). Federal care was seen as quite critical until the early 2000s, especially because there was no legal entitlement.</p> | <p>Federal law regulating the basic provision for asylum seekers in the admission procedure and certain other foreigners</p> | Nuts 0 | Federal government | Asylum seekers and other foreigners in need | National | National and federal state (provinces) | <p>The Basic Welfare Act - Bund 2005 regulates the basic welfare of asylum seekers in the admission procedure and certain other foreigners, formerly the Federal Care Act (federal law regulating federal care for asylum seekers), regulates the support and care of asylum seekers in Austria (Primary care).</p> <p>With the Asylum Act, the federal government grants asylum seekers in Austria care in a federal care facility in accordance with Section 2. This also applies to aliens whose asylum application has been rejected or rejected if the suspensive effect has been withdrawn from the complaint, as long as it is not granted again.</p> |
| | <p>Carinthian Basic Provision Act/ Kärntner Grundversorgungs gesetz K-GrvG (LGBl Nr 43/2006; last revision LGBl Nr 71/2018)</p> | 2006 | <p>The basis of the developments of this law is the Basic Welfare Act.</p> | <p>Measures for temporary basic care for foreigners in need of help and protection (asylum seekers, refugees, displaced persons and others from legal or factual reasons not deportable people) in Carinthia, incl. special regulations for unaccompanied minors</p> | NUTS2 | Federal state (provincial) government | Asylum seekers and other foreigners in need | Regional/federal state | Federal state (provinces) | <p>The care of foreigners in need of help and protection in Carinthia takes into account the ratio of the resident population of Carinthia (Art. 1 Para. 4 of the Basic Welfare Service Agreement) to the other countries, taking into account the provisioning capacities to be created by the Federal Government for bridging bottlenecks.</p> |

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| <p>Asylum law/ Asylgesetz -AsylG 2005 (BGBl. I Nr. 100/2005; last revision BGBl. I Nr. 69/2020)</p> | <p>2005</p> | <p>Among other things, it was revised in 2004 and subsequently entered into force anew as the Basic Provisions Act on 1 January 2005 (Aliens Law Package 2005, Federal Law Gazette BGBl. I No. 100/2005). The basis of the new version is an equalisation of burdens between the Federal Government and the provinces as a basic provision agreement (Agreement on Joint Measures for Temporary Basic Provision for Foreigners in Need of Assistance and Protection, section 1 para. 2 GVG-B 2005).</p> | <p>Federal law on granting asylum</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>Asylum seekers</p> | <p>National</p> | <p>National</p> | <p>The basic content of the law is to regulate the procedures and forms in the asylum procedure. This includes the application and admission procedure, substantive procedure and granting of asylum, subsidiary protection, negative decision and expulsion and the family procedure. Furthermore, the Asylum Act 2005 regulates the structure of the authorities, the formalities of the asylum procedure and the powers: The Federal Office for Immigration and Asylum decides on the application, there is the possibility of appeal to the Federal Administrative Court as an extraordinary remedy.</p> | <p>Over the years, an ongoing tightening of the asylum law (among other things with increasing asylum numbers) could be observed</p> |
| <p>Aliens law package/ Fremdenrechtspaket 2005 (BGBl. I Nr. 100/2005)</p> | <p>2005</p> | <p>Repealing of Asylgesetz 1968, Fremdengesetz 1997 (BGBl. I Nr. 75/1997), Fremdengesetz 1991 (BGBl. Nr. 838/1992)</p> | <p>Federal Act amending the Federal Constitutional Act, enacting an Asylum Act 2005, an Alien Police Act 2005 and a Settlement and Residence Act, amending the Federal Childcare Act, the Personal Status Act, the Federal Act on the Independent Federal Asylum Senate, the Introductory Act to the Administrative Procedure Acts 1991, the Security Police Act, the Fees Act 1957, the Family Burden Equalisation Act 1967, the Childcare Allowance Act and the</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>Asylum seekers and other foreigners</p> | <p>National</p> | <p>National</p> | <p>Federal act amending the Federal Constitutional Act, enacted an Asylum Act 2005, an Aliens Police Act 2005 and a Settlement and Residence Act as well as the Aliens Act 1997, the Federal Care Act, the Civil Status Act, the Federal Act on the Independent Federal Asylum Senate, the Introductory Act to the Administrative Procedure Acts 1991, the Security Police Act, the Fees Act 1957, the Family Burden</p> | <p>Over the years, an ongoing tightening of the asylum law (among other things with increasing asylum numbers) could be observed</p> |

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| | | | Redemption Act 1972 and repealing the Alien Act 1997 | | | | | | Equalization Act 1967, the Child Care Allowance Act and the Amortization Act 1972 are changed (Aliens Law Package 2005) | |
| Federal Care Act/ Bundesbetreuungs gesetz (BGBl. I Nr. 32/2004) | 2005 | The law was enacted in 1991 first. The original title referred to the fact that it regulated the responsibilities between the federal government and the federal states (provinces): "The Federal Government shall take over the care of aliens in need of assistance who have filed an application according to the Asylum Act (asylum seekers", § 1 para 1 BBG 1991). Until the beginning of the 2000s, federal care was seen as quite critical, especially because there was no legal entitlement. Among other things, it was revised in 2004 and subsequently came into force anew as the Basic Provisions Act - | The Federal Basic Care Act 2005 regulates the basic care of asylum seekers in the admission procedure and certain other foreigners and regulates the support and care of asylum seekers (basic care) in Austria. | NUTS 0 | Federal governme nt | Asylum Seekers | National | National | With the Asylum Act, the Federal Government grants asylum seekers in Austria care in a federal care facility according to § 2. This also applies to aliens whose asylum application has been rejected or dismissed if the appeal has been deprived of its suspensive effect, as long as it is not reinstated. | |

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| | | Federation on 1 January 2005. | | | | | | | | |
| Asylum Court Establishment Act/ Asylgerichtshof-Einrichtungsgesetz (BGBl. I Nr. 4/2008) | 2008-2013 | The legal basis for the Asylum Court was Art. 129c to 129f B-VG and the Asylum Court Act. As of 1 January 2014, the Asylum Court was merged into the Federal Administrative Court in the course of the 2012 Administrative Jurisdiction Amendment. | In principle, the Asylum Court was the last instance in asylum proceedings. It ruled on decisions of the administrative authorities in asylum cases, on complaints of violation of the duty to decide in asylum cases, after exhaustion of the appeal process. | NUTS 0 | Federal government | Asylum Seekers | National | National | Legal reorganisation of the appeal procedure in asylum decisions; increasing efficiency by shortening complaint procedures | |
| Federal Act on the Independent Federal Asylum Senate/ Bundesgesetz über den unabhängigen Bundesasylsenat (UBAS) (BGBl. I Nr. 77/1997) | 1998-2008 | The UBAS was established to reduce the ever-increasing burden of asylum proceedings on the Administrative Court. This was done on a constitutional level with the B-VG amendment BGBl. I No. 87/1997, which inserted Art. 129c into the B-VG. In implementation of Art. 129c para. 7, the Federal Act on the Independent Federal Asylum Tribunal, Federal Law Gazette/BGBl. I No. 77/1997, was passed. Based on these legal foundations, the UBAS began its activities on 1 January 1998. | The Independent Federal Asylum Senate was the appeal authority in asylum proceedings (in the first instance, the Federal Asylum Office ruled). | NUTS 0 | Federal government | Asylum Seekers | National | National | Reduction of the ever-increasing burden of asylum proceedings on the Administrative Court; on 5 December 2007, the National Council decided to establish an Asylum Court (AsylGH) in Austria for appeals by default in asylum matters. The Asylum Court started its activities on 1 July 2008, replacing the UBAS which had existed until then. | increasing burden of the Administrative Court due to asylum appeals in asylum proceedings, for which the Administrative Court was in charge of till this regulation |

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| <p>Federal Agency for Care and Support Services/ Bundesagentur für Betreuungs- und Unterstützungsleistungen GmbH, BBU-G (BGBl. I Nr. 53/2019)</p> | <p>2019</p> | <p>The care of asylum seekers in the initial reception centres was originally provided by non-governmental organisations such as Caritas or the Red Cross. For this, compensation was paid by the Republic of Austria. Under Interior Minister Ernst Strasser, the care of asylum seekers was privatised and contracted out to the German company European Homecare with effect from 1 July 2003.</p> <p>Due to financial difficulties at European Homecare, the care of asylum seekers was awarded to ORS Service GmbH (a subsidiary of the Swiss ORS Service AG) after a new tender. In the course of the refugee crisis in 2015 and in the 2017 National Council election campaign, the FPÖ repeatedly called for an end to care by private companies and non-governmental organisations and for a return to state care. In October 2018, the Minister of the Interior Herbert Kickl announced</p> | <p>This law nationalised the care and legal counselling of asylum seekers. The tasks of BBU GmbH are defined in § 2 of the BBU Establishment Act. Accordingly, the Federal Agency is responsible for the care of asylum seekers in the initial reception centres in Traiskirchen and Thalham as well as in the other federal care centres for asylum seekers until the responsibility for care is transferred to the provinces, as well as for the legal advice and return counselling. The Federal Agency will be responsible for this care from 1 July 2020.</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>Asylum Seekers</p> | <p>National</p> | <p>National</p> | <p>From 1 January 2021, the Federal Agency will also be responsible for providing legal counselling to asylum seekers in proceedings in front of the Federal Office for Immigration and Asylum (BFA) as well as in the event of an appeal against a decision by the BFA in front of the Federal Administrative Court, as well as for providing return counselling and return assistance. Furthermore, the Federal Agency provides human rights observers for the monitoring of deportations and interpreters for proceedings before authorities. The employees of the Federal Agency who perform such tasks are not subject to directives.</p> <p>The independence of state asylum counselling was questioned by experts</p> <p>Nationalisation of care and counselling services for asylum seekers: On the one hand, this can create uniform standards, on the other hand, it crowds out NGOs and other institutions that support asylum seekers. Nationalisation also leads to a centralisation of care and counselling</p> | <p>Nationalisation of care and counselling services for asylum seekers; desire for stronger state control</p> |
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| | <p>Citizenship Act/ Staatsbürgerschaftsgesetz - StbG 1985 (BGBl. Nr. 311/1985; last revision BGBl. I Nr. 24/2020)</p> | 1985 | | <p>Regulates the acquisition, conferral and loss of Austrian citizenship. Austrian citizenship identifies someone as a citizen of the Republic of Austria and at the same time as a citizen of the European Union. The legal basis is the Citizenship Act of 1985 with the changes that have resulted from Austria's membership in the EU since 1995.</p> | NUTS 0 | Federal government | Persons who hold or acquire Austrian citizenship | National | National | <p>The government's bill 2005/2006 provided for a drastic tightening of the naturalisation law: On the one hand, all exemptions were to be abolished, the minimum period of residence was to be increased to six years and the naturalisation of children born in Austria to foreign parents was to be possible only at the age of six. On the other hand, the applicant had to complete a 300-hour German language course with a final examination. The draft was largely adopted in the 2005 amendment to the citizenship law.</p> <p>A government bill to amend the Citizenship Act was introduced in the National Council on 30 April 2013 after the decision in the Council of Ministers and has been in force since 1 August 2013.</p> <p>In principle, a person may only be granted citizenship if he or she has resided lawfully and without interruption in the federal territory for at least ten years and has been settled for at least five of those years; has not been sentenced to</p> | Improving the integration process and spurring faster acquisition of citizenship |
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| Aliens Law Amendment Act/ Fremdenrechtsänderungsgesetz - FrÄG 2018 (BGBl. I Nr. 56/2018) | 2018 | | Regulations to improve the "efficiency" of the application and decision-making process, including clarification and restriction of rights and access to services for asylum seekers, eliminating abuse in relation to residence permits | NUTS 0 | Federal government | Asylum seekers and other TCNs that want to reside in Austria either temporarily or permanently | National | National | i.a. expansion of the possibility of carrying out an accelerated procedure to withdraw the status of the person entitled to asylum in the event of voluntary use of the protection of the home country or the acquisition of the lost citizenship; creation of the possibility of securing and evaluating data carriers carried by the asylum seeker (in particular mobile phones) | Part of the tightening of asylum and aliens law |
| Aliens Police Act/ Fremdenpolizeigesetz - FPG 2005 (BGBl. I Nr. 100/2005; last revision: BGBl. I Nr. 27/2020) | 2005 | The FPG was announced in Art. 3 of the Aliens Law Package 2005, with which not only the right of settlement and residence but also the right of asylum was redesigned. Together with the Settlement and Residence Act and the Asylum Act 2005, it replaced the Aliens Act 1997 (Art. 5 Aliens Law Package 2005). | Issue of documents for foreigners and the granting of entry titles; legality of entry, stay and departure of foreigners; refusal, transit security, repatriation and transit; passport and visa requirements | NUTS 0 | Federal government | Asylum seeker and other foreigners | National | National | Regulation of the entry, stay and departure of foreigners, visa and passport obligations | |

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| | <p>Security Act/ Sicherheitspolizeigesetz – SPG (BGBl. Nr. 566/1991 idF BGBl. Nr. 662/1992; last revision: BGBl. I Nr. 113/2019)</p> | <p>1993</p> | <p>The Security Police Act (SPG) regulates the organization of security administration and the maintenance of public peace, order and security in Austria. It was fundamentally amended in July 2005 on the occasion of the amalgamation of the Federal Gendarmerie, the Federal Security Guard and the Criminal Police Corps to form the Federal Police, and in 2012 on the occasion of the restructuring of the security authorities.</p> <p>The SPG represents the legal basis for the security authorities and their organs, i.e. the police. In addition, the SPG regulates the organization and tasks of the security authorities and the federal police guard.</p> | <p>Federal law on the organization of the security administration and the exercise of the security police, including special powers to prevent violence and racism at major sporting events, records department (Erkennungsdienst);</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>All persons temporarily or permanently residing in Austria</p> | <p>National</p> | <p>National</p> | <p>Organisation of the security administration and the exercise of security policing; identification treatment of asylum seekers</p> | |
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| <p>Settlement and Residence Act/ Niederlassungs- und Aufenthaltsgesetz – NAG (BGBl. I Nr. 100/2005; last revision: BGBl. I Nr. 24/2020)</p> | <p>2005</p> | <p>The NAG was enacted as Article 4 of the Aliens Law Package 2005, with which not only the right of settlement and residence but also the Asylum Act 2005 was redesigned.</p> | <p>Regulation on the issuance of residence and settlement permits; i.a. period of validity of residence permits, procedures for first-time applications, proof of German language skills, residence marriage, residence partnership and residence adoption, forced marriage and forced partnership, self-employment, employment, establishment of third-country nationals, family members and other relatives of reunifying persons permanently residing in Austria, establishment of long-term resident or highly qualified third-country nationals from other Member States and their family members</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>Foreigners who are staying or intend to stay in the territory of the country for longer than six months, as well as documentation of the right of residence under Union law and the residence of third-country nationals with an "ICT" residence permit from another member state (§ 58a)</p> | <p>National</p> | <p>National</p> | <p>The law is divided into a general part (information on the scope and definitions, authority responsibilities, information on residence and settlement permits, etc.) and a special part (regulations on residence permits for third-country nationals, family reunification, etc.) as well as a final part with penal, final and transitional provisions.</p> |
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| | <p>BFA - Procedural Act/ BFA - Verfassungsgesetz - BFA-VG (BGBl. I Nr. 87/2012)</p> | <p>2012</p> | <p>Regulation on the responsibilities in the asylum procedure; regulating the general provisions on the procedure in front of the Federal Office for Foreigners and Asylum for granting international protection, issuing residence permits, deportation etc., as well as the issuing of Austrian documents to foreigners.</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>all foreigners who are in proceedings before the Federal Office for Immigration and Asylum, before the representation authorities of the Aliens Police Act 2005 or in asylum appeal proceedings before the Administrative Court</p> | <p>National</p> | <p>National</p> | <p>Regulation on the competent authorities in the asylum procedure, on the required profile for legal advisers or powers to establish the identity of the person</p> | |
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| | <p>Federal Constitutional Act on the Accommodation and Allocation of Aliens in Need of Assistance and Protection/ Bundesverfassungsgesetz über die Unterbringung und Aufteilung von hilfs- und schutzbedürftigen Fremden BGBl. I Nr. 120/2015.</p> | <p>(Effective date 01.10.2015 - Expiry date 31.12.2018)</p> | | <p>The Act was introduced that enabled the constitutional power of the Federal State to bypass municipalities when establishing accommodation facilities, even in case provinces, districts or municipalities oppose such plans (Durchgriffsrecht) (Rutz 2017). Based on a quota-system, which obligates all nine provinces (Bundesländer) of Austria to accommodate asylum seekers during their asylum proceedings, immigration of asylum seekers also takes place in rural areas (Machold & Dax 2017) and finally changes the composition of foreigners.</p> | <p>NUTS 0</p> | <p>Federal government</p> | <p>Foreigners in need of help and protection</p> | <p>National</p> | <p>National</p> | <p>Humane, equal, fair and solidary accommodation and distribution of foreigners in need of assistance and protection (asylum seekers, persons entitled to asylum, persons entitled to subsidiary protection, displaced persons)</p> | <p>Strong influx of asylum seekers in 2015/16 and the acute need to create accommodation for asylum seekers. As many municipalities refused to accommodate asylum seekers in their municipality, other municipalities were overburdened. In order to enable a fairer and more even distribution, a quota system was created, with which the municipalities can be obliged to take in up to 1.5% of asylum seekers in relation to the municipal population.</p> |
| <p>Anti Discrimination</p> | <p>Anti-discrimination law Vorarlberg/ Antidiskriminierungsgesetz - ADG (Vorarlberg) (LGBl.Nr. 17/2005; last revision LGBl.Nr. 57/2019)</p> | <p>2005</p> | | <p>Law on the prohibition of discrimination; This law serves to avoid: a) Discrimination based on ethnicity, religion or belief, age or sexual orientation; b) Discrimination on the basis of sex, in particular with reference to marital status or the fact that someone has children; c) Discrimination on the grounds of disability; and d) Discrimination based on nationality in the exercise of the free movement of workers, as well as unjustified restrictions</p> | <p>NUTS2</p> | <p>Federal state (provincially) government</p> | | | | | |

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| | | | and obstacles to the free movement of workers under European Union law. | | | | | | | | |
| | Carinthian Anti-discrimination law/ Kärntner Antidiskriminierungsgesetz - K-ADG (LGBl Nr 63/2004; last revision LGBl Nr 29/2020) | 2004 | | Law on the prohibition of discrimination based on ethnic origin affiliation, religion, worldview, disability, age, sexual orientation and sex | NUTS2 | Federal state (provincial) government | all citizens | Federal state (provinces) government | Federal state (provinces) government | Combating unequal treatment (discrimination) | |
| Employment | Employment of Foreign Nationals Act/ Ausländerbeschäftigungsgesetz – AuslBG (BGBl. Nr. 218/1975; last revision BGBl. I Nr. 98/2020) | 1975 | | Federal law regulating the employment of foreigners; i.a. conditions for the employment of foreigners, employment permits, evaluation of the labor market situation, seasonal workers and harvest workers, admission of key personnel, artists and established foreigners, skilled workers in short supply occupations, Blue Card EU, specialist staff regulation, Red-White-Red - Card plus | NUTS 0 | Federal government | Persons who do not have Austrian citizenship | National | National | Control of access to the labour market | i.a. to be able to respond to the needs of the domestic labour market |

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| Housing | Carinthian Housing Promotion Act/ Kärntner Wohnbauförderungsgesetz - K-WBFG 2017 (LGBl. Nr. 68/2017; last revision LGBl Nr 29/2020) | 2017 | Effective 01/01/2018 Expiration date 31/03/2020 | Date date i.a. financial support for the establishment of property, financial support for the construction of rental apartments and dormitories, financial housing assistance; prerequisites for funding: Austrian citizenship or equal to Austrian citizen | NUTS2 | Federal state (Provincial) government | all citizens | Regional | Regional | Ensuring an adequate, contemporary and affordable housing supply for the population in Carinthian, taking into account social, economic and ecological sustainability, enhancing the quality of life as well as spatial planning regulations | |
| Health | Federal law on partnership-based target management-health/ Bundesgesetz zur partnerschaftlichen Zielsteuerung-Gesundheit (BGBl. I Nr. 26/2017), basis for Austrian Structural Plan for Health/Österreichischer Strukturplan Gesundheit (ÖSG) | 2017 | | Partnership-based target management-health between the Federal Government and the provinces; ÖSG: Primary care - special focus on vulnerable groups like migrants | NUTS0 | Federal and feeral state (provinces) government | all citizens | | National/regional | Partnership-based target management-health between the Federal Government and the provinces | |

REGULATIONS AND DIRECTIVES

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
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| Education / Training / Language | Integration Act Implementation directive/ Integrationsgesetz-Durchführungsverordnung (IntGDV) (BGBl. II Nr. 286/2019) | 2017 | Part of the Integration Act amendment: BGBl. II Nr. 378/2020 | This regulation contains new detailed provisions on the certification of course providers, electronic registration of teachers, German and integration courses, and ÖIF integration and language tests. | NUTS 0 | Federal Government | Course providers, teachers and examiners of German courses or other integration courses | National | National | Establishment of criteria for the certification of course providers; quality standards for German courses and teachers; standards for the administration of courses and examinations | There have been repeated cases in the media of migrants cheating German language certificates for themselves or others, thus gaining access to social benefits or citizenship (e.g. https://ooe.orf.at/v2/news/stories/2806681/ ; https://www.kleinezeitung.at/service/topeasy/lebenshilfe/5878082/Leichte-Sprache_Grosser-Betrugsfall_Verdaechtige-haben-mit) |
| | Decree on language support/ Pädagogischer Erlass zur Umsetzung sowie Qualitätsentwicklung und Qualitätssicherung der Sprachförderkur | school years of 2016/17, 2017/18 (und 2018/19) | Increase of pupils with no knowledge of the teaching language German (asylum seekers and pupils entitled to asylum or subsidiary residence) - "exceptional status" of pupils | The acquisition and knowledge of the teaching language German in the context of multilingualism | NUTS 0 | | | | | | |

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| | se/Sprachstartgruppen (Amendment of §8e SchOG) | | | | | | | | | | |
| | "Headscarf ban"/ Durchführungsbestimmungen zu § 43a SchUG („Kopftuchverbot“), legal basis: Art. 14 Abs. 5a B-VG; § 43a Schulunterrichtsgesetz | 2019 | The "headscarf ban" at primary schools was passed in May 2019 in the National Council with the votes of the ÖVP and FPÖ, but also of two members of the NOW parliamentary group (Peter Pilz, Daniela Holzinger-Vogtenhuber), as a simple legal regulation. | Regulates the prohibition of wearing ideological or religious clothing with a concealment of the head during school. | Nuts 0 | Schools | children before their 10th year | National | National | This serves the social integration of children in accordance with local customs and traditions, the preservation of the basic constitutional values and educational objectives of the Federal Constitution, and equality between men and women. | |
| | Agreement pursuant to Art. 15a B-VG between the Federal Government and the Laender on the promotion of educational measures in the field of basic education as well as educational measures to catch up on compulsory school-leaving qualifications for | 2018-2021 | An Austria-wide uniform funding program coordinated between the federal government and the states is continued (first implementation between 2015 and 2017) | Agreement between the Federal Government and the provinces on two programmes: i) the promotion of courses for adults in the field of basic education / basic skills, and ii) courses to catch up on the compulsory school leaving certificate. | NUTS 0 | | | Federal State, provinces, ESF | | | |

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| <p>the years 2018 to 2021/ Vereinbarung gemäß Art. 15a B-VG zwischen dem Bund und den Ländern über die Förderung von Bildungsmaßnahmen im Bereich Basisbildung sowie von Bildungsmaßnahmen zum Nachholen des Pflichtschulabschlusses für die Jahre 2018 bis 2021</p> | | | | | | | | | |
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| | <p>Decree "Apprenticeship permit for young asylum seekers"/ Erlass „Lehrlingsbewilligung für jugendliche AsylwerberInnen“ (GZ: BMASK-435.006/0009-VI/B/7/2015)</p> | <p>2015-2018</p> | <p>In June 2012, a decree was passed that young asylum seekers should be given access to the labour market. Since then, asylum seekers have been allowed to start an apprenticeship in so-called shortage occupations. On 18 March 2013, they amended this decree to asylum seekers up to the age of 25.</p> <p>Since 2015, an employment permit for the duration of the apprenticeship has also been available for the employment of young asylum seekers under the age of 25 in occupations where there is a shortage, which are determined annually by ordinance in accordance with § 13 AuslBG for the Red-White-Red Card.</p> | <p>Labour market integration of asylum seekers and refugees in occupations that are in demand on the Austrian labour market</p> | <p>NUTS 0</p> | <p>Federal Government, Ministry of Social Affairs</p> | <p>Young asylum seekers who are in an ongoing asylum procedure for three months, have protection against deportation or a right of residence under the Asylum Act and have not yet reached the age of 25 when applying for an apprenticeship permit</p> | <p>National</p> | <p>National</p> | <p>Access to training/apprenticeship and employment for young asylum seekers; for the duration of the asylum procedure, the asylum seekers could undergo training and thus had meaningful occupation. Even if the outcome of the procedure was negative, they could usefully apply this skills elsewhere.</p> | <p>Shortage of skilled workers and apprentices; proactive promotion of the integration process of asylum seekers; offering educational opportunities for increasing numbers of young (unaccompanied) asylum seekers</p> |
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| Asylum / residence permit / citizenship / entry regulations | <p>Basic supply agreement/ Grundversorgungvereinbarung Art 15a B-VG</p> | <p>2003, 2004</p> | <p>Originally, the federal government had provided for asylum seekers on its own within the framework of private-sector administration. However, in addition to general problems of the previously unregulated matter of asylum and new provisions of European law, constitutional concerns also arose: Although alien police matters are generally a federal matter, the care of aliens is part of the implementation of the poor relief system and therefore, according to Art. 12 para. 1 line 1 B-VG, the competence of the countries (the federal government only decides on principles). Therefore, the agreement of the regional authorities was reached in 2003. The government bill was passed in the Council of Ministers in 2003 and promulgated at the federal level in 2004. This was followed by the more comprehensive amendment of the Aliens Law Package 2005.</p> | <p>The minimum requirement that Austria is obliged to fulfil under international law is only "the satisfaction of basic needs in consideration of Art. 8 ECHR" (according to para. 4 of Art. 8), not the scope of basic provision, which is clearly more in line with the standard of living of Austrians. This was chosen with a view to social peace and future integration.</p> | <p>NUTS 0</p> | <p>Federal Asylum Office</p> | <p>The agreement covers asylum seekers (refugees who have applied for asylum), persons entitled to asylum (Convention refugees with granted asylum, including rejected asylum seekers on appeal, and those finally rejected until deportation), displaced persons (according to the EU Mass Influx Directive or section 29 FrG) and other people who cannot be deported for legal or factual reasons (beneficiaries of subsidiary protection, protection against refoulement).</p> | <p>National</p> | <p>National</p> | <p>The central point is the regulation of the distribution key for the countries, namely in "consideration of the ratio of the resident population" and by "annual overall consideration" (Art. 1 Para. 3). It also sets the maximum costs of primary care (Art. 9) and regulates the distribution of costs (Art. 10-12).</p> |
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| Employment | <p>Decree "Stop of apprenticeship for asylum seekers"/ Erlass "Lehrstopp für AsylwerberInnen" (GZ: BMASGK-435.006/0013-VI/B/7/2018)</p> | 2018 | Several decrees to enable apprenticeship training for young asylum seekers | Young asylum seekers up to the age of 25 are no longer allowed to start an apprenticeship during their asylum procedure | NUTS 0 | Federal Government | Young Asylum Seekers | National | National | Prohibition of apprenticeship training for young asylum seekers during their ongoing asylum procedure | Aggravated situation on the labour market after the strong asylum immigration in 2015/16; party-political change in the Federal Government |
| | <p>Skilled Workers Directive 2021/ Fachkräfteverordnung 2021</p> | 2021 | Every year a new list of shortage occupations is determined in which foreigners are admitted for employment in Austria as skilled workers according to § 12a AuslBG. | Determination of shortage professions | NUTS 0 | Federal Government | Employers, labour migrants from third countries | National | National | Definition of shortage professions; if a TCN is a skilled professional in one of those mentioned shortage professions, labour migration to Austria is possible | Desire to regulate and steer labour migration towards skilled professionals in demand |

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| | <p>Directive 2005/36/EC of the European Parliament and of the Council on the recognition of professional qualifications/ Richtlinie 2005/36/EG des Europäischen Parlaments und Rates über die Anerkennung von Berufsqualifikationen</p> | 2005 | <p>The Directive of the European Parliament and of the Council on the Recognition of Professional Qualifications (of 7 September 2005) is an EC Directive for the realisation of the European Single Market in the field of recognition of professional qualifications and free movement on the labour market.</p> | <p>The Professional Recognition Directive was created with the aim of consolidating and simplifying the 15 different sectoral, general and coordinating professional recognition directives that existed until then.</p> | EU | EU | Citizens of the Union | EU | EU | <p>The modification includes, among other things, automatic recognition of professional qualifications for a limited number of professions, mutual recognition for most professions and extended possibilities to practise one's profession in another Member State for a short period of time.</p> | <p>Contribution to the promotion of the fundamental freedoms of the EU</p> |
| Housing | <p>Wohnungsvergaberichtlinie 2015 für integrative Miet- und Mietkaufwohnungen und betreute Wohnungen in Vorarlberg</p> | | | | NUTS 2 | | | | | | |
| | <p>Wohnbeihilferichtlinie 2018 (Vorarlberg)</p> | Translated with www.DeepL.com/Translator (free) | <p>It was last amended by Directive 2013/55/EU, which introduced automatic recognition of professional qualifications for certain professions and recognition through the European Professional Card for some other professions.</p> | | NUTS 2 | | | | | | |

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| COVID | <p>Cost sharing by the Federal Government, 2nd decree: enforcement of the calculation of the loss of earnings/ Kostentragung des Bundes gemäß EpG 1950 – 2. Erlass: Vollziehung der Berechnung des Verdienstentgangs gemäß EpG 1950 (GZ: 2020-0.406.069)</p> | 2020 | <p>COVID: Remuneration of loss of earnings for employees; Loss of earnings for self-employed persons and enterprises</p> | <p>Entitlement to compensation for loss of earnings if certain official measures have been imposed due to the occurrence of more closely regulated illnesses.</p> | NUTSO | Federal Governatn | Employees, self-employed persons and enterprises | National | National | Mitigating financial losses and personal hardship caused by COVID-19 | COVID-19 pandemic |
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FURTHER COLLEGIAL DECISIONS

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
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| Integration | Integration Program Carinthia/ Integrationsleitbild Kärnten (approved by provincial government) | 2017 | In the Carinthian coalition agreement (2013-2018) the development of a federal state integration model was decided; start of the process in 2014; in 2014, Carinthia was the penultimate federal state to develop an integration model | The aim was to conduct an objective and constructive discussion about the challenges, problems and opportunities of a society characterized by diversity and cultural diversity and an integration program involving different societal actors and citizens. | NUTS2 | Federal State Government Carinthia | TCNs, asylum seekers, refugees, EU migrants, different stakeholders and multipliers like schools, public administrations, associations, religious organisations etc. and locals | Regional | Regional | Integration program with specific measures to be implemented; responsibility and contact person for integration in the administration | Demographic changes, various forms of immigration and increasingly globalized competition |
| | Integration program Vorarlberg/ Integrationsleitbild des Landes Vorarlberg - Gemeinsam Zukunft gestalten | 2010 | Integration guidelines were approved in 2010 by all parties: A long-term process was nurtured prior to that by the federal state and intermediary institutions (part. the project group okay.zusammen leben since 2001). It builds on a notion that integration can only function if the majority society remains open, adequate structures are in place | Based on the awareness and understanding that Vorarlberg has been an "immigration" place since more than a century the Guidelines for Integration were established very already (in 2010) in this province. It comprises a program "to shape together the region's future". They seek to define the goal of enhancing a common living place and welcome culture, and provide strategic fields | NUTS 2 | Land Vorarlberg | Migrants | Regional | Regional; but following the approval of the Federal state's guidelines in 2010, a series of municipal Integration guidelines have been | Projects targeting different issues of the integration process | Public support by federal state's office on integration, and willingness to provide a respective framework, with support for implementing institutions. However, due to national limitations and legal restrictions increasingly difficulties in convincing partners and reaching out to TCNs. |

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| | | and immigrants are willing to actively participate in the community. | for action throughout social life and community development. | | | | | elaborated , transferrin g the focus of attention to the local level; end enhancing implementation there. | |
| Integration agreement/ Integrationsvereinbarung Vorarlberg | 2016 | Focus: While reducing the influx of asylum seekers, the integration of persons admitted to asylum should be assisted and regulated | In the integration agreement persons entitled for asylum and subsidiary protection have to fulfil the following integration performance: i) German language learning and compulsory attendance of German courses ii) acquiring knowledge of the basic values of the society by attending value and orientation courses, iii) acquiring qualifications aimed at employment and willingness to take up a job. The refusal to take up integration measures results in sanctions. | NUTS 2 | Land Vorarlberg | persons entitled to asylum and subsidiary residence | Foreign Ministry (BMEIA) , Land Vorarlberg and Austrian Integration Funds | high | coordinated system of course providers (starting from integration act, but also elaborated regional coordination) |

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| <p>Integration program Villach/ Integrationsleitbild der Stadt Villach (approved by city council)</p> | <p>2012</p> | <p>The city of Villach has always striven to improve the cohabitation and quality of life of all citizens of this city. The integration model was created to achieve these goals</p> | <p>Promotion of good cohabitation; enabling people of different origins to have a common future</p> | <p>LAU</p> | <p>City of Villach and Platform migration (civil society organisation)</p> | <p>Citizens of the city of Villach with and without migration background as well as experts and multipliers from public and civil society institutions and political representatives of Villach</p> | <p>local</p> | <p>local</p> | <p>Integration program with specific measures to be implemented; department for integration affairs implemented in the local public administration</p> | <p>A harsh political climate existed for a long time regarding immigration in Carinthia; Platform migration and city council agreed to set up a dialog process to develop and implement an integration model fostering a well living together</p> |
| <p>Integration Award Carinthia/Integrationspreis des Landes Kärnten</p> | <p>2019</p> | <p>The Integration award has been implemented in the Integration Program Carinthia</p> | <p>The aim is to honor civil society engagement as well as active communities and companies that are very committed in the area of integration and make an important contribution to social cohesion for their achievements.</p> | <p>NUTS2</p> | <p>Federal State Government Carinthia</p> | <p>Communities, volunteers, companies and public administrations that work with great commitment in the area of integration</p> | <p>Regional</p> | <p>Regional</p> | <p>Make examples of good practice visible and raise their appreciation and recognition in the course of an award ceremony</p> | <p>The prize is awarded as one result of the integration model development process in three categories: working.together (gemeinsam.arbeiten)- integration in the company, together.on-site (gemeinsam. vor.ort) - integration in the community and meeting.together (gemeinsam.begegnen) - civil society and integration. The award aims to give appreciation to all those who work for a successful coexistence</p> |

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| Housing | <p>Housing Directive City of Villach/Wohnungsverg aberichtlinien Stadt Villach (Municipal council resolution of 14.10.1992; last revision: 28.04.2017)</p> | 1992 | <p>14.10.1992, 13.10.1995, 02.06.2003, 24.03.2004, 28.04.2017 Promoting accessibility to public housing for disadvantaged groups</p> | <p>The rental apartments in the allocation area of the municipality of Villach are available at to allocate to housing advertisers, whose need is considered urgent. Prerequisite: Austrian citizenship, as far as not equal to citizens of other countries by federal or state law or international treaties. Equal to these are also persons whose activities in Villach are of public interest.</p> | LAU | City Council | Disadvantaged groups of flat seekers with and without migration background | local | local | more socially equitable housing allocation | <p>Housing is allocated on the basis of the guidelines of the socially-oriented objectification procedure for housing allocation at the city of Villach</p> |
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| <p>Carinthian Human Rights Award/Kärntner Menschenrechtspreis (Resolution by the provincial parliament Carinthia)</p> | <p>1993</p> | <p>The initiative was first launched in 1993 by decision of the Carinthian Government. A jury of four experts decides on the awarding of the prize. In addition to the federal and provincial government departments, the municipalities, interest groups, as well as natural or legal persons or other communities are entitled to submit proposals. The prize is awarded each year on the condition that the prizewinner has a personal or material connection to Carinthia. The award ceremony takes place annually on the occasion of Human Rights Day in December.</p> | <p>In recognition of particularly outstanding achievements in human rights work related to Carinthia, the province of Carinthia awards the Carinthian Human Rights Award of € 10,000 each year. The awarding of the prize serves to promote human rights work and to strengthen the human rights awareness of the Carinthian population. The prize is intended to recognise achievements made by Carinthians outside Carinthia or to support human rights activities that are implemented in Carinthia.</p> | <p>NUTS2</p> | <p>Federal State Government Carinthia</p> | <p>Each Carinthian who made achievements outside of the federal state in the service of human rights or to support human rights activities that are implemented in Carinthia</p> | <p>Regional</p> | <p>Regional</p> | <p>The award serves to promote human rights work and to strengthen human rights awareness among the Carinthian population.</p> | <p>Showing commitment to human rights work among the Carinthian population; can be seen as a counterbalance to a longstanding harsh political climate against immigration</p> |
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| Health | Framework health targets | 2011 | <p>All people in Austria should live longer in good health. To realise this goal, the Federal Health Commission and the Council of Ministers have decided to develop health targets in 2011: About 40 institutions from politics and society were invited to participate in the plenary session and were charged with defining the health targets. Between October 2011 and March 2012, the plenary session drew up a proposal for the health targets in the course of five workshops. The Austrian population also had the opportunity to contribute their ideas on the topic of "health maintenance". An opportunity that was gladly taken: Between May and September 2011, more than 4,500 suggestions were received on the online platform - an important source for the development of the health objectives.</p> <p>In summer 2012 the Federal Health Commission and the Council of Ministers</p> | Health promotion and prevention measures; strengthening health literacy; strengthen equal health opportunities between gender and socio-economic groups, regardless of origin, for all age groups care | NUTSO | Federal Government, Ministry for Health and Women | all citizens | local | national | <p>The declared objective is to improve the health of all people living in Austria, irrespective of their educational status, income situation or living conditions. It is about maintaining people's health and not just reacting to being ill. This is not the way not only improve the health of the population, but also reduce the burden on the health care system.</p> |
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| | | finally adopted 10 health targets for Austria. Until 2032 they now provide the framework for the governance of the health care system and serve all important organisations at federal and provincial level as common guidelines for their actions ("Health in all Policies" approach). | | | | | | | | | |
| COVID | Crisis management COVID-19 - 3rd emergency aid package "Together for Villach/ Krisenbewältigung COVID-19 - 3. Soforthilfepaket „Gemeinsam für Villach“ (approved unanimous decision local council, Sep. 2020) | 2020 | Aid package of the city of Villach to support the economy and the citizens in the challenges caused by the COVID-19 lockdown measures | 3rd Corona aid package of the city of Villach (i.a. measures for entrepreneurs, gastronomy, culture, pupils) | LAU | City of Villach | all citizens of Villach | local | local | The individual items of the aid package are intended to relieve the burden on the citizens of Villach and entrepreneurs during the lockdown | CPVID-19 pandemic and ist caused economic and individual burdens; the City of Villach has already shown social commitment for people and families in need in the past (e.g. Christmas subsidy, which the City of Villach gives annually and which is increased in 2020 due to the COVID-19 challenges). |
| | Crisis management COVID-19 - 3rd emergency aid package "Together for Villach/Krisenbewältigung COVID-19 – 2. Soforthilfepaket „Gemeinsam für Villach" (approved unanimous decision local council, April 2020) | 2020 | Aid package of the city of Villach to support the economy and the citizens in the challenges caused by the COVID-19 lockdown measures | Measures for entrepreneurs, restaurateurs, culture, pupils: Voucher campaign for the city centre to boost purchasing power, free parking, free guest gardens, assistance in paying a deposit for a flat (incl. deferral of rents; no evictions), cultural assistance (free hall rental for additional rooms at cultural events), support for pupils with 100 free laptops (cooperation with Infineon), | LAU | City of Villach | all citizens of Villach | local | local | The individual items of the aid package are intended to relieve the burden on the citizens of Villach and entrepreneurs during the lockdown | CPVID-19 pandemic and ist caused economic and individual burdens; the City of Villach has already shown social commitment for people and families in need in the past (e.g. Christmas subsidy, which the City of Villach gives annually and which is increased in 2020 due to the COVID-19 challenges). |

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| | | | | financial support for advertising, support for public bathing establishments | | | | | | | |
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BULGARIA

| THEME | POLICY | YEAR OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECT | CONDITIONS SHAPING THE OUTCOMES |
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| Humanitarian/ Asylum/ refugees | Adoption of Geneva Convention | 1993 - | Need to constitute the pillars of international humanitarian law in Bulgaria. | Setting out the legal obligations of Bulgaria to ensure refugees' protection. | National | | Refugees | State budget, | | The total number of applications for IP submitted in the period 1993 - 2018 was 85, 256 . Of them 25, 075 were approved. ⁶⁶ | Bulgaria began to accept refugees and created the State Agency for Refugees (SAR) ⁶⁷ |
| Active and passive labour market policies | Ordinance Laying Down the Conditions and Procedure for Issuing, Refusal and Withdrawal of | 2002 (Last modified in 2016) | | Sets that employment for asylum seekers without a work permit is allowed only within SAR centers. For | National | | | | | Despite this comprehensive formal recognition of the right, refugee | Modified multiple times: Up until October 2015, the minimum stay required before receiving a work permit used to be 1 year. Then this requirement was modified to 3 months. In May 2016 the minimum stay was extended to 9 |

⁶⁶ Caritas Bulgaria, The Bulgarian Migration paradox, 2019, p. 21

⁶⁷ Caritas Bulgaria, The Bulgarian Migration paradox, 2019, p. 41

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| | Work Permits for foreigners. Art. 4 | | | labor outside SAR centers, asylum-seekers can apply for a work permit 3 months after submitting their application while they are waiting for a decision. However, in the last year and a half, the rules on work permits have been changed three times. | | | | | | employment levels in Bulgaria are low. ⁶⁸ | months. In December 2016, the Law on foreigners was changed again and the minimum stay went back to 3 months. ⁶⁹ |
| Social housing | National Housing Strategy of Bulgaria | 2004 | There is a high level of residential private property of individuals and small chances for young families and marginalized | Set a measure of regulating and encouraging the creation of “housing associations” (social housing. ⁷⁰) | National | | | | | The measures planned in the National Housing Strategy from 2004, one of which is “Legislative regulation of the status of housing associations”, | There is no legal regulation that allows municipalities to make a real housing policy.” In addition, the implementation of “housing policy” is primarily associated with the understanding of “municipal housing” and lacks a |

68 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 29

69 Ibid

70 National Housing Strategy of Bulgaria 2004, p. 8

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| | | | groups to become homeowners or even tenants in public housing funds. | | | | | | | have not been implemented either. ⁷¹ Bulgaria does not fulfill the responsibilities arising under international agreements in the field of housing policy, in either direction - quality and affordable housing. ⁷² | comprehensive idea of a differentiated approach to the housing needs of the population. ⁷³ |
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71 Гъбова, С., Общинските жилищни политики: ключов фактор за интеграция на местно ниво, 2019, стр. 41

72 Национален Център за териториално развитие ЕАД, Анализ на състоянието на жилищния сектор, 2017

73 Гъбова, С. Общинските жилищни политики : ключов фактор за интеграция на местно ниво, 2019 , стр. 53

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| Migration policies | National Program for Integration of Beneficiaries of International Protection | 2005 | | Provides integration services within one year after granting protection. | National | Integration center of SAR | 100 Beneficiaries of International Protection | | In none of the years the number of those wishing to participate does not reach the planned 100 people. ⁷⁴ | Most of the measures of the program were implemented, but the general goal of the program was not achieved. ⁷⁵ For ex. in 2013, only 11 out of 100 completed the professional training courses. ⁷⁶ | Insufficient financial aid or its delay which caused many of the refugees to start working instead of staying in the program; The period 2003 - 2006 marks a progressive decrease in asylum applications. ⁷⁷ |
| Humanitarian/ Asylum/ refugees | Creation of Bulgarian Council for Refugees and Migrants (BCRM) | 2005 | BCRM was established by the NGO sector to support the establishment of an effective national asylum | Strengthen the role of civil society - Promote public policies and practices to protect the rights of refugees and migrants | National | BCRMs + Association for Integration of Refugees and Migrants (since 2007) | Refugees and migrants | Project-based financing | | BCRM has worked on over 35 projects aimed at the protection, and integration of refugees and migrants. ⁷⁸ | |

⁷⁴ Андреева, Петрова, Наръчник за интегриране на лица с предоставено убежище или международна закрила, 2017 г

⁷⁵ Vankova, Z. "Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013." Bulgarian Council on Refugees and Migrants, p. 3

⁷⁶ Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 31

⁷⁷ Krasteva, A, Bulgarian migration profile <https://annakrasteva.wordpress.com/2013/03/21/bulgarian-migration-profile/>

⁷⁸ Bulgarian Council on Refugees and migrants, <https://bcmr-bg.org/en/projects/>

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| | | | and migration system | | | | | | | | |
| <p>Une employment services and policies especially for Migrants, Refugees and Asylum Seekers (MRA)</p> | <p>Law on Employment Promotion</p> | <p>Last modified in 2008</p> | <p>Lays Down the Conditions and Procedure for Issuing, Refusal and Withdrawal of Work Permits for foreigners. Art. 4</p> <p>National</p> <p>-Allows Employment without a work permit for asylum seekers only within SAR centers.</p> | | | | | <p>Around 1/3 of asylum-seekers request such work permits (SAR) but the observations of the Red Cross are that less than 10% do that.⁷⁹</p> | <p>Despite this comprehensive formal recognition of the right, refugee employment levels in Bulgaria are low.</p> <p>By 2014, the total number of registered unemployed people was 24, of whom 9 were women, and only 1 was assisted in finding a job.⁸⁰</p> | <p>The whimsical changes in legislation have resulted in the complete misinformation of asylum-seekers about their rights.</p> <p>- No special policies have been implemented with regards to non-discrimination of refugees in the workplace.⁸¹</p> | |

79 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 39

80 Vankova, Z. "Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013." Bulgarian Council on Refugees and Migrants, p. 30

81 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 39

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| Recognition of qualifications and skills | The Law on the Recognition of the professional qualification | 2008 | | A professional qualification may be recognized for TCN on the basis of reciprocity, established for each specific case, when the qualification complies with the normative requirements in Bulgaria. ⁸² | National | | | | | | | |

⁸² Open cities, София - Динамична европейска столица, стр. 9

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| <p>Integration policies</p> | <p>National Strategy for Migration and Integration</p> | <p>2008-2015</p> | <p>Few reasons explain the priorities: the Europeans commitments of Bulgaria; the ethnic and cultural logic of the strategy; the need of a highly skilled workforce and the security context of active preparation for the entry of Bulgaria⁸³</p> | <p>Achieving an adequate admission and integration policy of foreigners and effective control of migration flows.⁸⁴</p> | <p>National</p> | <p>SAR</p> | <p>Persons with Bulgarians living abroad and persons of Bulgarian origin for permanent return to Bulgaria; 100 Beneficiaries of International Protection</p> | | | <p>For 2013 - 2014 about 60 people were involved.⁸⁵</p> | <p>It provides only general measures for integration of the GTS into the labor market, which include: 1) development and implementation of specialized programs and measures for integration of economic immigrants on the national labor market. 2) Encourage and facilitate the access of highly qualified immigrants to the national labor market.⁸⁶</p> |
| | <p>Blue Card” Directive (Council Directive 2009/50/EC of 25 May 2009 on</p> | <p>2011</p> | <p>Need for highly qualified workers involved in the Bulgarian labor market</p> | <p>Foreign nationals can obtain an EU Blue Card if they hold a visa to stay in Bulgaria and if they meet the condition</p> | <p>National</p> | | | | | <p>Observations in this area and in terms of integration of TCN indicate that the national</p> | <p>Bulgaria cannot compete economically and socially with the other EU member states to attract the best specialists.</p> |

⁸³ Open cities, София - Динамична европейска столица, стр. 7

⁸⁴ Open cities, София - Динамична европейска столица, стр. 6

⁸⁵ БСБМ, Мониторингов доклад относно интеграцията на лицата, получили международна закрила в Република България, през 2014 г., стр. 6

⁸⁶ Център за изследване на демокрацията, Оценка за интеграцията на уязвими групи мигранти в България, 2015, стр. 76

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| | the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment), OJ 2009 L 155/17. | | | of having higher education and at least 5 years of work experience in the relevant industry. | | | | | | administration is rather passively following the EU regulations and not considered and structured strategy based on a meaningful national interest. ⁸⁷ | |
| Integration policies | National Strategy on Migration, Asylum and Integration | 2011 - 2020 | | To formulate effective and integrated national migration management policies. | National | | MLSP; The National Migration Council was established as coordination unit between the relevant actors in the management of | | | | The document is underpinned by the understanding of migration both as a necessary resource for the national economy and as a potential threat to social unity and national security. ⁸⁸ |

⁸⁷ ИОО, Тенденции в трансграничната миграция на работна сила и свободното движение на хора - ефекти за България, 2010, стр. 11

⁸⁸ European Web site for Integration, The National Strategy on Migration, Asylum and Integration, <https://ec.europa.eu/migrant-integration/librarydoc/national-strategy-on-migration-asylum-and-integration-2011--2020>

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|--|--|-----------------|--|---|----------|--|-----------------------|-----------------------|--|---|--|
| | | | | | | | migration processes | | | | |
| | National Reform Program 2012 - 2020 | Updated in 2019 | | Providing conditions for inclusion of asylum or refugee children and students or students from migrants; families through learning of Bulgarian language. | National | | Ministry of Education | Ministry of Education | | In 2018 as a foreign language 12 children and 73 students seeking or receiving international protection were provided with additional Bulgarian language classes. ⁸⁹ | |

⁸⁹ Европа 2020 : Национална програма за реформи, стр. 27

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|------------------------------------|--|------------------|--|--|-----------------|----------------------------------|---|---|---|--|
| <p>Integration policies</p> | <p>The National Program for Integration of Refugees in the Republic of Bulgaria</p> | <p>2011-2013</p> | | <p>To meet the needs of the Bulgarian labor market and introduce mechanisms for attracting foreigners with the relevant skills.⁹⁰</p> | <p>National</p> | <p>Integration center of SAR</p> | <p>54 BIP included in 2012⁹¹</p> | <p>The annual financial estimate of programme amounts to BGN 300,000.</p> | <p>In 2012 the activities for the support of the newly recognized refugees were carried out on the territory of the city of Sofia, and not as provided in the NPIBRB in the whole country.⁹²</p> <p>-In 2013, only 11 out of 100 completed the</p> | <p>-Insufficient time period of the program and financial support</p> <p>-No specialized measures applied for vulnerable persons.</p> <p>-Problems in the implementation of measures such as: professional courses.⁹⁴</p> |
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⁹⁰ Център за изследване на демокрацията, Оценка на интеграцията на уязвими групи мигранти в България, 2015 стр. 75

⁹¹ Vankova, Z. "Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013." Bulgarian Council on Refugees and Migrant

⁹² БСБМ, ДОКЛАД ОТ МОНИТОРИНГ НА ИЗПЪЛНЕНИЕТО НА НАЦИОНАЛНАТА ПРОГРАМА ЗА ИНТЕГРАЦИЯ НА БЕЖАНЦИТЕ В РЕПУБЛИКА БЪЛГАРИЯ 2011-2013г. ЗА 2012г., стр. 39

⁹⁴ Vankova, Z. "Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013." Bulgarian Council on Refugees and Migrant, p. 4



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| | | | | | | | | | professional training courses ⁹³ | | |
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93 Vankova. “Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013.” Bulgarian Council on Refugees and Migrants, p. 10



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| | National Strategy for Regional Development of the Republic of Bulgaria 2012 - 2020 | 2012 - 2022 | Bulgaria recognizes the new elements of the pan-European cohesion policy of the Europe 2020 Strategy for Smart, Sustainable and Inclusive Growth, based on a knowledge-based and innovation-based economy | The level of employment of the population to increase by 69% through (not only) better integration of migrants into the labor force. ⁹⁵ | National | | | | | The interim report on the implementation of the strategy does not mention anything about the progress of the measure. | |
| Unemployment services and policies especially for Migrants, Refugees and | Law for Employment Promotion | 2013 - | | -Involvement of the EA and its regional Labor Bureaus in the integration of BIP | National | Employment Agency (EA) and its regional Labor Bureaus | | | By 2014, the total number of registered unemployed people was 24, of whom 9 were women, and only 1 was | -As of 31.12.2013 in the Labor Office in the country, 18 persons with granted refugee status or humanitarian status are registered as job seekers. | -Lack of motivation to use these services. ⁹⁷ -Lack of language knowledge; lack of documents and credentials; lack of information about the cultural/religious specifics; Uncertain length of stay. ⁹⁸ |

⁹⁵ Национална стратегия за регионалното развитие на Република България 2012 - 2020, стр. 4

⁹⁷ Vankova, Z. "Monitoring Report on the Implementation of the National Program for Integration of Refugees (2011-2013) in 2013." Bulgarian Council on Refugees and Migrant, p. 30.

⁹⁸ Employment Report Catro Bulgaria, 2018

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|---|---------------------------------|------|---|--|----------|-------------------|--|--|---|--|--|
| Asylum Seekers (MRA) | | | | | | | | | assisted in finding a job. in 2015, 175 men and 17 women; in 2016, 136 men and 26 women ⁹⁶ | | |
| Unemployment services and policies especially for Migrants, Refugees and Asylum Seekers (MRA) | National Employment Action Plan | 2014 | To help integrate BIP into the labor market and build the capacity of regional and local administrations to work with refugees. | | National | Employment Agency | BG language training for 200 refugees, subsidized employment for 100 graduates | | By the end of September 2014, only 12 refugees and 48 BG citizens had started working on the subsidized | | The lack of financial aid for accommodation, medical insurance, and integration violated BIP' social, labor and health rights and as a result, their desire to remain in Bulgaria was reduced to a minimum. ¹⁰² |

⁹⁶Национален социален доклад на Република България за 2013-2014 г.pdf, стр. 20

¹⁰² Vankova, Monitoring Report on the Integration of Beneficiaries of International Protection in Bulgaria in 2014, p. 36



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| | | | | | | | | | employment scheme. ⁹⁹ In 2015 no refugee took part in it. ¹⁰⁰ In 2016, only 78 refugees reached out to SAR in search for employment. ¹⁰¹ | | |
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⁹⁹ Център за изследване на демокрацията, Национален Доклад, 2015, p. 77

¹⁰⁰ Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 39

¹⁰¹ Ibid

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| Education and training | Ordinance №2 on the validation of professional knowledge, skills and competence ¹⁰³ | 13 November 2014 | To facilitate access to vocational training and access to the labor market. | | National | Professional school, colleges and training centers | Applies to EU citizens and TCN. | | | | |
| Education and training | Program for refugees' employment and training | 2014 | Need to improve professional qualification and employment among refugees in Bulgaria. | Provides BG language classes for 200 unemployed persons who have been granted refugee or humanitarian status, professional training for 100 of them and subsidized employment of 100 | National | | BIP | Funds from the state budget in the amount of BGN 370,600. ¹⁰⁵ | | This program remained on paper and in 2014 absolutely no refugees took part in it. ¹⁰⁶ In 2018 129 people were employed through the | |

103 БСМ, Заестот, <https://www.refugee-integration.bg/%D1%81%D0%B5%D0%BA%D1%82%D0%BE%D1%80%D0%B8-%D0%BD%D0%Bo-%D0%B8%D0%BD%D1%82%D0%B5%D0%B3%D1%80%D0%Bo%D1%86%D0%B8%D1%8F/%D0%B7%D0%Bo%D0%B5%D1%82%D0%BE%D1%81%D1%82/>

105 Национален социален доклад на Република България за 2013-2014 г.pdf, стр. 20

106 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 34

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| | | | | persons for a period of 6 months. ¹⁰⁴ | | | | | | program. ¹⁰⁷ Only 1 of them aged between 15 - 29 years old. ¹⁰⁸ | |
| Recognition of qualifications and skills | Ordinance for recognition of acquired higher education and completed periods of training in | 2016-2020 | Forecasting challenges related to possible increasing numbers of immigrants and persons with | Optimizing the procedures for recognition of educational degrees, assists labor mobility, provides sustainable relief of access to the | National | Ministry of Education | | National budget and budget of National center for information and | | Total number of recognized diplomas: 2016 - 204 2017 - 365 2018. - 366 2019. - 367 2020 - 368. ¹¹¹ | Increased numbers of recognized diplomas due to clarified recognition criteria and state promoted policy |

104 Национален социален доклад на Република България за 2013-2014 г. стр. 21

107 Отчет за изпълнението на плана за действие за 2017-2018 г. за изпълнение на националната стратегия за намаляване на бедността и насърчване на социалното включване, стр. 35, 2019

108 ДОКЛАД За изпълнението през 2018 г. на Националния план за изпълнение на Европейската гаранция за младежта 2014 - 2020 г., стр. 32

111 Three-year action plan for the implementation of the national development program / Bulgaria 2020 in the period 2018 - 2020, p. 152

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|------------------------|---|-------------|---|--|----------|---|--|---------------|--|--|--|
| | foreign universities ¹⁰⁹ | | humanitarian status, wishing academic recognition. | labor market to all foreign holders of higher education degrees. ¹¹⁰ | | | | documentation | | | |
| Education and training | Ordinance № 6 of 11.08.2016 on the acquisition of the Bulgarian literary language | 2016 | Lack of state provided Bulgarian language classes for migrant children | Regulates the additional training in Bulgarian language as foreign to the children of citizens of states enrolled in school. | National | Ministry of Education | | | | In the 2017/2018 school year, 85 asylum and refugee students were provided with additional classes of Bulgarian language. ¹¹² | |
| Integration policies | National Strategy for the Integration of Persons who Received | 2014 - 2020 | Following the increased influx of asylum seekers in 2013, the BG government | Emphasized the role of the municipalities for the integration of refugees | National | Ministry of Interior, SAR and the Ministry of | | | | The strategy was prepared in the context of the economic crisis and high unemployment. ¹¹³ That's why the question of | |

109 Accepted with Resolution № 168 on The Ministerial Council of 2000 Strategy for development of higher education in Republic Bulgaria for period 2014-2020

110 Three-year action plan for the implementation of the national development program / Bulgaria 2020 in the period 2018 - 2020, p. 152

112 Action plan for the implementation of the national development program : Bulgaria 2020 in 2020, p.13

113 Център за изследване на демокрацията, Национален Доклад, 2015

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| | International Protection in the Republic of Bulgaria | | decided to adopt a new, decentralized integration model. | | | Labor and Social Policy | | | | | security prevails over the integration. -It did not foresee any concrete measures or possibilities for funding. ¹¹⁴ |
| Integration policies | National Strategy on Migration, Asylum and Integration | 2015 - 2020 | | Good management of the legal immigration of the GTS, as well as “the attraction of highly qualified Bulgarian emigrants and foreign citizens of Bulgarian origin for the purpose of permanent establishment in the country | National | | | | | | |
| Labour migration | Removal of “market test” policy | 2016 | | It is not anymore necessary for employers to prove that there is no other Bulgarian or EU | National | | | | The changes affect as well the possibility of obtaining a | For the first half of 2017, blue cards were issued to 100 citizens from 11 countries. A total of 3275 are | |

114 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017, p. 33

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|-----------------------------|---|------|--|---|----------|--|--|--|---|--|---|
| | | | | citizen, who wants to take the job. | | | | | permanent residence permit in Bulgaria when investing significant funds for specific purposes. ¹¹⁵ | registered foreign seasonal workers. | |
| Integration policies | Ruling No 208 of August 12, 2016 on the Ordinance for the Conditions and the Order for Concluding, Fulfilling and Suspending an Integration Agreement with Foreigners who | 2016 | | To award municipalities a central role for integration by allowing them to apply for funding and request the number of refugees that they can receive. Municipalities were supposed to provide | National | | | | | Lack of interest of municipalities to apply the measure. | Lack of economic and institutional capacity -Context of xenophobia : The rejection of this ordinance by the local authorities is due to two tailed lies : illegal migrants and integration of illegal migration ¹¹⁷ -lack of political will to deal effectively with the problems and the understated aim of the |

115 Интегра - Градски интеграционен одит за София, България, 2018 стр. 13

117 Проф. Анна Кръстева: С отмяната на наредбата за бежанците президентът навлиза в територията на изпълнителната власт <https://bnr.bg/post/100815653/bejanci-integracia-naredba>

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|-----------|---|------------|--|---|----------|---------------------------------|--|--|--|---|--|
| | Have Been Granted Asylum or International Protection | | | services such as accommodation, Bulgarian classes, career counselling and access to adult education, inclusion in employment and training programs and provision of information about job vacancies. ¹¹⁶ | | | | | | | government to demotivate refugees to stay in the country. ¹¹⁸ |
| Education | Ordinance № 3 on the terms and conditions for admission and training of persons, seeking or obtaining | 06.04.2017 | Need to Facilitate the access of refugee children to Bulgarian schools and kindergartens | Enhancing the admission of persons seeking or receiving international protection is carried out in state and municipal | National | The Ministry of Education ; SAR | Minors beneficiaries of International Protection | There is no targeted state funding for municipalities to implement | | For 2017/2018 205 of students seeking or receiving international protection were enrolled in the BG | |

116 Gumnishka, The Right to Work of Asylum-Seekers and Refugees in Bulgaria: Rethinking Integration, 2017

118 Bulgarian Helsinki Committee "Human Rights in Bulgaria 2014", p.71

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|--|--|-------------|--|--|----------|----------------|------------------------------|-------------------------------|--|--|--|
| | international protection | | | kindergartens and schools on the territory of Bulgaria. | | | | integration activities. | | educational system. ¹¹⁹ 29 of them are enrolled in Haskovo district. Haskovo district ranks after Sofia-city, where 135 students are enrolled. ¹²⁰ | |
| | Socio-Economic integration of vulnerable groups | - 2017-2019 | The overall purpose of the operation is to contribute to quality improvement of life, social inclusion and effective integration of the most marginalized groups in the society. | The measure partially contributes to implementation of "Area of Impact: Improvement of quality of life of children and encouraging social inclusion". ¹²¹ | National | BG communities | 400 Migrants. ¹²² | BGN 80 million ¹²³ | | | |

¹¹⁹ Отчет за план за действие за периода 2017 - 2018 г. за изпълнение на националната стратегия за намаляване на бедността и насърчаване на социалното включване 2020, стр. 57

¹²⁰ Данни МОН

¹²¹ Action plan for the implementation of the national development program : Bulgaria 2020 in the period 2019 - 2020, p. 212

¹²² Ibid

¹²³ Ibid

| | | | | | | | | | | |
|--|---|------|--|---|----------|--|-----|--|---|--|
| | Labour migration and Labour Mobility Act (LMLMA) | 2018 | | <p>The LMLMA regulates all types of access of third-country nationals to the Bulgarian labour market: single work permit; EU Blue Card; work permit for intra-corporate transfer; work permit for seasonal workers; registration of the employment of students and researchers.¹²⁴</p> | National | | TCN | | <p>-The limitation on the number of TC workers employed in Bulgarian enterprises has been increased from 10% of their average size in the previous 12 months to 20% for large enterprises, and 35% for small and medium-sized enterprises.</p> <p>-The opportunity has been provided for TCN of Bulgarian origin to work without permission, after registration in the EA;</p> <p>-The introduction of equal treatment of researchers, trainees, students and volunteers, as well as family members of foreign citizens, including asylum</p> | |
|--|---|------|--|---|----------|--|-----|--|---|--|

¹²⁴ Caritas, The Bulgarian Migration Paradox, 2019, p. 41

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|--|---|------|--|---|--|--|--|--|---|--|--|
| | | | | | | | | | | seekers or beneficiaries of international protection. | |
| | Agreements for regulation of labor migration with Armenia and Moldova | 2018 | | <p>-Need of workers from third countries to support Bulgarian business and economic development.</p> <p>-In the framework of the implementation of the migration and development policy within the framework of the Global Approach to Migration and Mobility and the Global Forum on</p> | | | | | <p>For 2018 the EA provided access to the Bulgarian labor market to 1904 workers - TCN from 54 countries.</p> <p>For the purpose of employment and integration in the Bulgarian society in 2018, 23 persons with granted international protection and 688 GTS have been employed in the mediation of the Labor Office directorates.</p> | Harmonization of the Bulgarian legislation in the field of labor migration and labor mobility with | |

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|---|--------------------|------|---|--|----------|------------------------------|----------------|----------------------------|--|--|---|
| | | | | Migration and Development ¹²⁵ | | | | | | | the latest achievements of EU law. ¹²⁶ |
| Unemployment services and policies especially for | Refugee employment | 2020 | As a result of the crisis in Syria, the number of | To support the labor market integration of BIP in the current year or in the | National | Ministry of Labor and Social | Unemployed BIP | State budget and employers | | | |

125 План за действие за 2018 година за изпълнение на Националната стратегия в областта на миграцията, убежището и интеграцията 2015 г.-2020 г., стр.3

126 План за действие за 2018 година за изпълнение на Националната стратегия в областта на миграцията, убежището и интеграцията 2015 г.-2020 г., стр.4

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|---|---|-------------|---|---|-----------------|--|--|--|--|---|--|
| <p>Migrants, Refugees and Asylum Seekers (MRA)</p> | <p>and training program</p> | | <p>refugees has increased significantly, reaching 11,742 as of mid-September 2015, according to official data from the SAR. This requires the development of programs and measures related to solving the problems of adaptation and integration of refugees.</p> | <p>previous two calendar years by increasing their employability through inclusion in Bulgarian language training, vocational training and the provision of subsidized employment.</p> <p>-Increasing the capacity of the transit and registration - reception centers, of the municipal and regional administrations for work with refugees.</p> | | <p>Policy; Regional Employment Service Directorate s; Labor Office Directorate s; Ministry of Education and Science ; Licensed vocational training centers; Employers in the program</p> | | <p>participating in the program.</p> | | | |
| <p>Education and training</p> | <p>National Development Program: Bulgaria 2020</p> | <p>2020</p> | | <p>One of the priorities is the provision of additional Bulgarian language classes for children whose mother tongue is not</p> | <p>National</p> | <p>Ministry of Education, Ministry of Labor and Social Policy,</p> | | <p>Unclear as the strategy points out that funding is a problem that must be resolved by</p> | | <p>In 2016/2017 42 refugee students and 2 migrant students were provided additional</p> | <p>Ordinance № 6 of 11.08.2016 regulates the provision of additional Bulgarian language classes for migrants and refugee children.</p> |



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| | | | | Bulgarian incl. migrants children. ¹²⁷ | | municipalities | | the state annually in the following years. ¹²⁸ | | Bulgarian language classes. ¹²⁹ In 2017 - 2018 they were 85. ¹³⁰ | |
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127 National Development Program: Bulgaria 2020, p. 96

128 National Development Program: Bulgaria 2020, p. 31

129 Three-year action plan for the implementation of the national development program : Bulgaria 2020 in the period 2018 - 2020, p. 14

130 Action plan for the implementation of the national development program : Bulgaria 2020 in the period 2019-2020, p. 14



FINLAND

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|--|-----------------------|-------------------------|--|--|-----------------------|-----------------------------|--------------------------------|-------------------|-------------------------|---|--|
| 1.2. 2.1. 2.2. 2.3. 2.4. 2.6. 2.8. 3.1. | Aliens Act (301/2004) | 2004 | Adopted to replace the old 1991 Aliens Act after it became to complex after multiple amendments. | Regulates entry, departure, permits and for example labour market testing of migrants. | NUTS 1 & 3, LAU | National government | Migrants (both EU/ETA and TCN) | National | Active | The most influential piece of legislation when comes to migrant. Regulates migration thoroughly. Has been amended multiple times, for example 332/2016 which removed the possibility for a residence permit based on humanitarian protection. | Amendments and emphases of different governments |



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|------|--|------|--|---|-----------------|---------------------|--------------------------------|---|----------|---|--|
| 1.2. | Aliens Act (378/1991) | 1991 | The first legislation of its kind | Regulates entry, departure and permits of migrants. | NUTS 1 & 3, LAU | National government | Migrants (both EU/ETA and TCN) | National | Replaced | The first legislation to regulate migration outside of international treaties. Became out of date quite fast. | Amendments and emphasizes of different governments |
| 2.1. | | | | | | | | | | | |
| 2.2. | | | | | | | | | | | |
| 2.3. | | | | | | | | | | | |
| 2.4. | | | | | | | | | | | |
| 2.6. | | | | | | | | | | | |
| 2.8. | | | | | | | | | | | |
| 3.1. | | | | | | | | | | | |
| 2.3. | Act on the Reception of Persons Applying for International Protection and on the Identification of and Assistance to Victims of Trafficking in Human Beings (746/2011) | 2011 | The need to simplify legislation by separating humanitarian migration from the older act (493/1999) that combined it with integration regulation | Regulates humanitarian migration and services provided to refugees and asylum seekers | NUTS 1 & 3, LAU | National government | Humanitarian migrants | National, local and private (the latter two reimbursed by the government) | Active | The current law regulating humanitarian migration and reception of refugees and asylum seekers. | Amendments and emphasizes of different governments |
| 2.5. | | | | | | | | | | | |
| 6.1. | | | | | | | | | | | |
| 7.3. | | | | | | | | | | | |



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|--|---|------|--|--|-----------------|---------------------|---|--|----------|--|--|
| 1.3. 1.4. 2.1. 2.2. 2.3. 2.4. 2.6. 2.8. 3.1. 6.1. 6.2. | Act on the Promotion of Immigrant Integration (1386/2010) | 2011 | The need to simplify legislation by separating humanitarian migration from the older act (493/1999) that combined it with the regulation humanitarian migration | Regulates the integration process of migrants | NUTS 1 & 3, LAU | National government | Migrants (in practice mainly humanitarian migrants) | National and local (mostly reimbursed by the government) | Active | The current law regulating integration in Finland. In practice these services are provided mostly for humanitarian migrants. | Amendments and emphases of different governments |
| 1.3. 1.4. 2.1. 2.2. 2.3. 2.4. 2.6. | Act on the Integration of Immigrants and Reception of Asylum Seekers (493/1999) | 1999 | The first law to regulate both particularly. Before this these was regulated mainly through Government resolutions, other existing laws and international treaties | Regulates humanitarian migration and services provided to refugees and asylum seekers as well as integration processes | NUTS 1 & 3, LAU | National government | Migrants (mainly humanitarian migrants) | National and local (mostly reimbursed by the government) | Replaced | Was amended multiple times before being replaced with two separate laws. | Amendments and emphases of different governments |



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|--------------------------------------|--|------|--|---|-------------|---------------------|---|---------------------|--------|--|--|
| 2.8. 3.1. 5.1. 6.1. 6.2. | | | | | | | | | | | |
| 2.1. 3.1. 5.1. 5.9. | Act on Unemployment Benefits (1290/2002) | 2002 | Replaced the old unemployment benefits act. Was amended in 2014 (1199/2013) to be more inclusive towards migrants. | Regulates Unemployment benefits | NUTS 1 | National government | Every citizen + continuous or permanent residents | National | Active | Provides quite equal unemployment benefits. | Amendments and emphases of different governments |
| 2 | Immigration Service Act (156/1995) | 1995 | Adopted for the formation of Finnish Migration Service (MIGRI) to replace Office for Aliens Affairs which was a part of Ministry of Interior (INTERMIN). | Act to form MIGRI | NUTS 1 | National government | Migrants | National | Active | MIGRI is the main policy maker when it comes to immigrants' affairs. Handles permits, asylum, and citizenship applications, and produces data. | Amendments and emphases of different governments |
| 1.3. 1.4. 5.8. 5.12 | Basic Education Act (628/1998) | 1999 | The need to unify complex and fragmented regulation of education. | Regulates all primary education in the country. | NUTS 1, LAU | National government | All residents | National, municipal | Active | Guarantees equal primary education in Finland. Also covers the preparatory education for migrants. | Amendments and emphases of different governments |



| | | | | | | | | | | | |
|------------------------------|--|------|---|---|-----------------------------|---------------------|-------------------------------------|----------------------|--------|--|--|
| - | Finnish Constitution (731/1999) | 2000 | Replaced the old constitution. | Constitution of the country | NUTS 1, NUTS 2, NUTS 3, LAU | National government | All residents | National | Active | Guarantees the rights and responsibilities of both natives and migrants | Amendments and emphases of different governments |
| | Government Rules of Procedure (262/2003) | 2003 | Replaced the old procedure. | Defines the roles of ministries and other governmental organizations | NUTS 1 | National government | Government | National | Active | Statute 1467/2019 transferred labour and student migrant issues from The Ministry of Interior (INTERMIN) to The Ministry of Economic Affairs and Employment (TEM) | Amendments and emphases of different governments |
| | Health Care Act (1326/2010) | 2011 | Created to unify fragmented healthcare legislation | Regulates Public Healthcare provision in Finland | NUTS 1, LAU | National government | All | National, municipal | Active | Determines that municipalities or municipal consortiums have the organization responsibility of healthcare services for their residents. | Amendments and emphases of different governments |
| 2.9. 5.5. 6.1. 8.1. | Local Government Act (410/2015) | 2015 | Replaced the old Local Government Act which was outdated. | Regulates the self-governance and responsibilities of municipalities as well rights of its residents. | LAU | National government | All | Municipal | Active | Made minor adjustments to how the municipalities are organized and what are their responsibilities. | Amendments and emphases of different governments |
| 2.9. | Nationality Act (359/2003) | 2003 | Replaced the old Nationality Act (401/1968) to take into consideration the modern attitudes towards citizenship | Regulates Nationality and its acquisition. | NUTS 1 | National government | Citizens and those applying for one | National, individual | Active | While at first it lengthened the time of residence need in some cases while also being more tolerant to dual citizenships. Was amended in 2011 (579/2011) to lax residence times. This | Amendments and emphases of different governments |



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| | | | | | | | | | | | amendment caused a few year spike in applied and granted citizenships. | |
| 2.9. | Nationality Act (401/1968) | 1968 | Replaced the old Nationality Act | Regulates Nationality and its acquisition. | NUTS 1 | National government | Citizens and those applying for one | National, individual | Replaced | Was critical towards dual citizenships and stiff in granting citizenship in some cases. | Amendments and emphasizes of different governments | |
| 5.9. 5.10. | Social Assistance Act (1412/1997) | 1998 | The need to separate regulation of social assistance from the Social Welfare Act + other policies | Regulates granting of social assistance which is the last-resort financial assistance | NUTS 1, LAU | National government | All | National, Municipal (in some cases) | Active | Social Assistance is a universal last-resort financial aid that even undocumented migrants can apply for. | Amendments and emphasizes of different governments | |
| 2.9. | Municipality of Residence Act (201/1994) | 1994 | Created to separate the determination of municipality of residence to its own legislation from the Population Register Act. | Regulates the determination of municipality of residence | NUTS 1, LAU | National government | All | National | Active | Determination of municipality of residence even for migrants | Amendments and emphasizes of different governments | |
| 2.1. | Bill on the repeal of Aliens Act section 73, subsection 1, paragraphs 1 | 2017, failed to pass | Failed bill that tried to eliminate Labour market testing | Bill would have removed labour market testing for labour migrants | NUTS 1 | National government | Labour migrants | National | Failed | Would have made labour migration much easier. | - | |



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| | and 2. (LA 41/2017) | | | | | | | | | | |
| 2.3. 2.9. | Humanitaarista suojelua ei myönnetä enää, uudet maalinjaukset Afganistanista, Irakista ja Somaliasta | 2016 | MIGRI press release done during the center-right Sipilä government. The right-wing Finns Party was in the government, which might have pressured the move. | MIGRI press release on the changes on humanitarian protection and country profiles of Afghanistan, Iraq and Somalia. | NUTS 1 | MIGRI | Humanitarian migrants | National | The amendment is still active | Press release informs about the passing of the amendment 332/2016 which coincided with MIGRI changing the security status of Afghanistan, Iraq and Somalia. This made it easier for MIGRI dismiss asylum applications | - |
| 2.6. | Government Integration Programme for 2016-2019 and Government Resolution on a Government Integration Program | 2016 | The government wanted to enhance integration, increasing co-operation between municipalities, promote discussion on migration and use cultural strengths of migrants in enhancing innovation | The Sipilä Government | NUTS 1 | Sipilä government (2015-2019) | Migration policy | National | Ended with the Sipilä Government in 2019 | Difficult to say about the effects. Under Sipilä Government Finland received a historic number of asylum seekers but also did multiple measures to make it harder for them to get an asylum. Finland also saw the number of labour and student migrants increase during the Sipilä government | Difficult to say about the exact metrics to determine the effects |
| | Migration agencies and responsibilities, Ministry of interior | 2020 | - | Website page describing the roles the different organizations within the ministry play when it comes to immigration | NUTS 1 | Ministry of Interior | Migration policy | National | Active | - | - |



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| 7.3. | Health services for undocumented migrants | 2020 | - | Website page Describing the situation undocumented migrants in healthcare services. | NUTS 1, LAU | Finnish Institute for Health and Welfare (THL) | Undocumented migrants | National, Municipal | Active | - | - |
| 7.3. | Asylum seekers' health and services | 2020 | - | Website page Describing the situation asylum seekers in healthcare services. | NUTS 1, LAU | Finnish Institute for Health and Welfare (THL) | Asylum seekers | National, Municipal | Active | - | - |
| | Program of Prime minister Matti Vanhanen II / Mari Kiviniemi Government | 2007 | Center-right government which, for example, wanted to abolish labour market testing. | 2007-2011 Government program | NUTS 1 | Matti Vanhanen II / Mari Kiviniemi Government | Government policies | National | Ended with the government | Did not abolish labour market testing. Was the government during 2008-2009 economic crisis which had an effect migration | Success of policy proposals and legislation |
| | Program of Prime minister Jyrki Katainen / Alexander Stubb Government | 2011 | A rainbow coalition government that was progressive towards migration. Wanted to ease permits especially for labour migrants. Promoted inclusion and tolerance. | 2011-2015 Government program | NUTS 1 | Jyrki Katainen / Alexander Stubb Government | Government policies | National | Ended with the government | There were major splits in the government during the final years of its' term of office. The number of migrants continued to increase but for example the amount migrant being homeless rose as well. Started multiple programs to promote immigrant inclusion. | Success of policy proposals and legislation |



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| | Program of Prime minister Juha Sipilä Government | 2015 | Center-right government which included anti-immigration The Finns Party. Wanted to increase labour migration, promote discussion on migration and look into the costs of migration. | 2015-2019 Government program | Government | NUTS 1 | Juha Sipilä Government | Government policies | National | Ended with the government | Sipilä Government Finland received a historic number of asylum seekers but also did multiple measures to make it harder for them to get an asylum. Finland also saw the number of labour and student migrants increase during the Sipilä government. | Success of policy proposals and legislation |
| | Program of Prime minister Antti Rinne / Sanna Marin Government | 2019 | Center-Left Government with a progressive stance towards migration. Wants to promote both labour and humanitarian migration by easing the permit processes. Wants to increase the number of quota refugees. Promotes Integration through work and wants to fight and look into the reasons of migrant exclusion | 2019- Government program | Government | NUTS 1 | Antti Rinne / Sanna Marin Government | Government policies | National | Current government program | Has been in power for a year and a half so the outcomes are still to be seen. Policy implementation and new legislation has been hindered by the ongoing Covid-19 pandemic. 2020 did see a minor increase in the number of quota refugees taken into to Finland. | Success of policy proposals and legislation |



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| 1.1. | Municipal Integration Programs | Between 2016 and 2020 | Required by the Act on the Promotion of Immigrant Integration (1386/2010) from the municipalities. | Municipal program for guidance of the local integration process, containing provisions, for example, on immigrant education, social services and integration services like translation and recreational guidance | LAU | Municipalities with the guidance of CEDTEs | Migrants (in practice mostly humanitaria n migrants) | Municipal (mostly reimburse d by the national governme nt) | Mostly active (some municipali ties were in process of making new programs) | The success of service implementation could be looked at the municipal level (more analysis in the Policy Brief) | The success of service provision and the possible increase in favourability of the municipality by migrants. |
| 1.2. | | | | | | | | | | | |
| 1.4. | | | | | | | | | | | |
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| 2.7. | | | | | | | | | | | |
| 3.1. | | | | | | | | | | | |
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| 5.8. | | | | | | | | | | | |
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| 5.11. | | | | | | | | | | | |
| 5.12. | | | | | | | | | | | |
| 6.1. | | | | | | | | | | | |
| 7.3. | | | | | | | | | | | |
| 9.1. | | | | | | | | | | | |



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| 2.1. 2.4. 3.1. 3.3. 4.1. 5.6. 8.1. 8.2. 8.3. 9.1. | North Karelian Strategy 2040 (draft version) | 2021 | Strategy how to develop the ailing province in the next decades. Contains high hopes for the possibilities of labour migration. | Strategy for regional development for the next decades. | NUTS 3, LAU | Regional Council of North Karelia | Regional planning | National, municipal (possibly regional in the future) | Not yet final | To be determined | The success of the plan's strategies and fulfilment of its own metrics. |
| 2.1. | Pohjanmaan elinkeino-, liikenne- ja ympäristökeskuksen ulkomaisen työvoiman käytön yleisiä edellytyksiä koskeva linjaus | 2019 | Aliens Act requires CEDTEs to make assessment of fields exempt from labour market testing in their designated regions. | A document listing the sectors of work that are exempt from labour market testing in Ostrobothnia. | NUTS 3 | Ostrobothnian CEDTE | Regional policy | Regional | Active | Effects on what fields migrants can apply for jobs and get residence permits without labour market testing. | - |



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| 2.1. | Pohjois-Savon elinkeino-, liikenne- ja ympäristökeskuksen ulkomaisen työvoiman käytön yleisiä edellytyksiä koskeva linjaus | 2018 | Aliens Act requires CEDTEs to make assessment of fields exempt from labour market testing in their designated regions. | A document listing the sectors of work that are exempt from labour market testing in Northern Savonia. | NUTS 3 | Northern Savonian CEDTE | Regional policy | Regional | Active | Effects on what fields migrants can apply for jobs and get residence permits without labour market testing. | - |
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GERMANY

| THEME | POLICY NAME | YEAR OF IMPLEMENTATION AND LAST MODIFICATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS |
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| 1.1 | Funding guidelines for coordination of educational offers for new immigrants <i>(Bildungs-koordination für Neuzugewanderte)</i> | 2016 | The measure is embedded in the structural support programme "Transfer Initiative Municipal Education Management", which is partly funded by the ESF. | Funding is provided for a coordinator of educational offers for new immigrants, who bundles local forces and jointly cooperates with all those involved in education. It aims to optimise municipal coordination and interdepartmental coordination of the offices and institutions responsible for this cross-cutting task within local government (BMBF 2016) | NUTS3, LAU | Federal Ministry of Education and Research (BMBF) | Direct beneficiaries: City and rural districts Indirect beneficiaries: volunteers, course providers, Germans with migration | Personnel and non-personnel costs (e.g. Travel costs) | active | About 80% of the city and rural districts participate in the programme (BMBF 2017) |



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| | | | | | | | background and migrants | | | |
| 1.1 | Regulation of integration courses (<i>Integrationskursverordnung, IntV</i>), based on §43 par. 4 Residence Act, and respective Accounting regulations (AbrRL) | 2004 (2020) | The regulation originates from the Immigration Law 2005 and was modified in light of changing conditions resulting from refugee immigration. | The regulation aims at providing the framework for the language courses of foreigners (aiming at language level B1 = integration courses coordinated by BMI) | NUTS0, NUTS1, NUTS2, NUTS 3, LAU | Federal Ministry of the Interior (BMI) (responsible ministry), Federal Office for Migration and Refugees (BAMF) (coordination) | EU-citizens and foreigners, Course providers, Teachers | Funding for preparation and implementation of courses for course providers; partial reimbursement of travel costs to courses for participants; partial reimbursement of costs for successful participants. Retroactively, a minimum wage for teachers was implemented in regions with low participant potential. | active | / |
| 1.1/ 1.3/ 3.1 | Regulation of work-related German language promotion (<i>Verordnung über die berufsbezogene Deutschsprach-</i> | 2016 (2020) | Due to new target groups (e.g. newly arrived refugees), existing language programs should be transformed into a more open and modularised “complete programme | The regulation aims to continue the former ESF-programme and at fast and sustainable integration of migrants in the labour market (aiming at language level B2 and | NUTS0, NUTS1, NUTS2, NUTS 3, LAU | Federal Ministry of Labour and Social Affairs (BMAS) (responsible ministry), Federal Office for Migration | Germans with migration background, EU-citizens and foreigners, Course | Funding for preparation and implementation of courses for course providers; partial reimbursement of travel costs to courses for participants. Retroactively, a | active | / |



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| | förderung, DeuFöV) - based on §45 of the Residence Act | | language" (<i>Gesamtprogramm Sprache</i>) as standard instrument, which is open for various groups of immigrants. It aims for an accelerated integration into the employment market. | above = language courses coordinated by BMAS). | | and Refugees (BAMF) (coordination) | providers, Teachers | minimum wage for teachers was implemented in regions with low participant potential. | | |
| 1.2 | Professional Qualifications Assessment Act (<i>Berufsqualifikationsfeststellungsgesetz, BQFG</i>) | 2012 (2019) | Regulations related to recognition have been provided by the EU Directive on the Recognition of Professional Qualifications since 2005. So far, however, TCNs did not have a claim for a recognition procedure, recognition rates differed between the states and hampered mobility within Germany. Thus, recognition procedures took a very long time (Braun 2012a). | The law aims at a better use of qualifications acquired abroad for a job according to one's qualification and provides transparent structures and equal chances for the recognition of qualifications. Recognition procedures are independent from residence status, can even be claimed from abroad and need to be accomplished within 3 months (Braun 2012b). | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Education and Research (BMBF) (responsible ministry), e.g. Federal Ministries, Chambers of Crafts, Industry and Commerce (HWK/IHK), or the medical association (assessment) | Germans and foreigners | Retrospectively, a partial reimbursement of costs for individuals with low-income was implemented – based on the funding regulation recognition grant (<i>Anerkennungszuschuss</i>). In the course of the funding programme IQ (by BMAS), qualification measures for skilled professionals who need further qualification for the recognition of foreign credentials are foreseen – based on §17a of the Residence Act | active | The law does not encompass occupations regulated on the <i>Länder</i> level. |
| 1.2 | Bavarian Professional Qualifications | 2013 (2019) | While some professions are regulated on federal level, others are regulated on | The law aims at a better use of qualifications acquired abroad for a job according to one's qualification | NUTS1, NUTS2, | Bavarian State Ministry of Family, Labour and Social | Germans and foreigners | / | active | The law does not encompass occupations |



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| | Assessment Act (<i>Bayer. Gesetz über die Feststellung der Gleichwertigkeit ausländischer Berufsqualifikationen</i> , BayBQFG) | | <i>Länder</i> level. Thus, a Bavarian law had to be added. | and provides transparent structures and equal chances for the recognition of qualifications. Recognition procedures are independent from residence status, can even be claimed from abroad and need to be accomplished within 3 months. | NUTS3, LAU | Affairs (StMAS) (responsible ministry), e.g. Bavarian State Ministries, Chambers of Crafts, Industry and Commerce (HWK/IHK), or the medical association (all, assessment) | | | | regulated on the federal level. |
| 2. | Act on the Residence, Economic Activity and Integration of Foreigners in the Federal Territory (Residence Act, <i>Aufenthaltsgesetz</i> , AufenthG) | 2004 (2020) | The law was implemented as part of the Immigration Act (2005) and was changed several times since then, not least to take into account EU directives. | The law aims to govern and restrict the immigration of foreigners based on the reception and integration capacity and economic interests. It also aims to comply with Germany's humanitarian obligations. It defines e.g. the role of the Federal Office for Migration of Refugees (BAMF), the Federal Employment Agency (BA), the foreigners' registration offices and establishes a database on foreigners (AZR) and the office of the Commissioner of the Federal Government for Migration, Refugees and Integration. It also determines the role of integration and employment-related courses (see 1.1, 1.3 and 3.1). Furthermore, | NUTS0, NUTS1, NUTS2, NUT3, LAU | Federal Ministry of the Interior, Building and Community (BMI), Federal Office for Migration and Refugees (BAMF), Federal Employment Agency (BA), Foreigners' registration offices | TCNs (excluding diplomats), human traffickers, employers | / | active | / |



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| | | | | the law includes geographic restrictions with regard to residence (e.g. Residence Rule, Departure facilities) and restrictions with regard to employment that may be determined by the Federal Employment Agency. | | | | | | |
| 2.3 | Asylum Act (<i>Asylgesetz</i> , AsylG) | 1991 (2020) | The law applies the Geneva Convention on Refugees and the Art. 16a par. 1 on political asylum of the Basic Law. It is adapted on a regular basis in order to include EU directives. | The law determines the role of the Federal Office for Migration and Refugees (BAMF), the housing and accommodation of asylum seekers including their distribution between the Federal States using the quota system <i>Königsteiner Schlüssel</i> . In addition, the law determines the so-called “safe countries of origin” and the duration of the duty to live in first reception centres as well as of the Residence Obligation for asylum seekers. | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of the Interior (BMI), Federal Office for Migration and Refugees (BAMF) (responsible for decision on asylum procedures) | TCNs (excluding Albanian, Bosnian, Ghanaian, Kosovar, Macedonian, Montenegrin, Senegalese and Serb citizens) | / | active | TCNs can apply for asylum and are present also in rural and mountain areas. |
| 2.7 | NATO Status of Forces Agreement (SOFA) and NATO SOFA | 1951/1959 (1998) | After the end of the allied occupation, the continued presence of foreign military | The agreement aims at regulating the rights and obligations of NATO forces in the territory of Germany (e.g. in terms of taxing, jurisdiction, social insurance) (BMA 2019). | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Defence (BMV), Federal Ministry of Foreign Affairs (BMA) | Foreign troops and military servants | State provides properties and realises construction measures for troops. | active | TCNs are present also in rural and mountain areas. |



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| | Supplementary Agreement | | needed to be regulated (BMA 2019). | | | | | | | |
| 2.9 | Citizenship Act (<i>Staatsangehörigkeitsgesetz, StAG</i>) | 1913 (2020) | The origin dates back to the beginning of the 20 th century, when the law was characterised by the imagination of an ethnically homogenous nation and was based on the <i>ius sanguinis</i> -principle. Not before 2000, the <i>ius soli</i> was added as second principle to acquire German citizenship (BMI 2020). | The law regulates the acquisition and loss of citizenship as well as options for dual citizenship. Since 2008, a naturalisation test about the legal and social system of Germany is mandatory for most applicants to take account the increasing relevance of societal integration (BMI 2020). | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Interior, Building and Community (BMI) | Foreigners | / | active | / |
| 3. | Employment Regulation (<i>Beschäftigungsverordnung, BeschV</i>) | 2013 (2020) | The regulation united the former distinctive Employment Procedure Regulation (<i>Beschäftigungsverfahrensverordnung</i>) and the Employment Regulation. It is adapted on a regular basis in order to include EU directives. | The regulation aims at controlling the immigration of foreign workers and foreigners' access to the German labour market. | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministries of the Interior (BMI) and of Employment and Social Affairs (BMAS), Federal Employment Agency (BA) | TCNs | / | active | TCNs are allowed to work (in rural and mountain areas). |



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| 3.1 | Social Act, Second Book - basic security benefits for job seekers (SGB II) | 2005 (2020) | Based on the suggestions of the 2002 commission for modern services in the labour market (also known as Hartz-Concept), the former jobseeker's allowance (<i>Arbeitslosenhilfe</i>) and the income support (<i>Sozialhilfe</i>) should have been brought together in basic security benefits for job seekers. | The aim of the regulation is to provide basic security benefits for job seekers and their non-working dependants, but also determines duties to cooperate as well as sanction measures. It furthermore defines the responsibilities of federal level and local level (NUTS3). | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Labour and Social Affairs (BMAS), Federal Employment Agency (BA), Rural and city districts | Germans and foreigners | Payment of basic security benefits for job seekers is generally administered by the <i>Jobcenter</i> (job centres), a common institution of the regional branches of the Federal Employment Agency and the rural and city districts. While the federal level provides funds for regular needs, the rural and city districts provide funds for special needs, housing, education and social inclusion. | active | / |
| 3.1/ 3.3 | Social Act, Third Book - labour promotion (SGB III) | 1998 (2020) | The Social Act, Third Book replaced the Employment Promotion Act of 1969. | The Act aims at preventing the emergence of unemployment, shortening the duration of unemployment and supporting the equalisation of labour supply and demand. It regulates the tasks of the Federal Employment Agency (BA) and its regional branches as well as of employers and presents the measures for active labour promotion, requirements for entitlements to unemployment and bankruptcy benefits. | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Labour and Social Affairs (BMAS), Federal Employment Agency (BA) | Employers, German and foreign employees | For employers, the regional branches of the BA, e.g. pay integration assistances or provide labour market counselling. For employees, the regional branches of the BA pay unemployment and bankruptcy benefits as well as measures for active labour promotion, e.g. subsidies for company formation (mostly | active | / |



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| | | | | | | | | upon request and based on discretionary decisions). | | |
| 3.1/ 3.4 | Funding guidelines for canvassers of vocational training for refugees (<i>Förderleitfaden Ausbildungsakquisiteure für Flüchtlinge, AQ-Flü</i>) | 2016 (2020) | Integration in vocational training and work is considered a central element for “successful” integration and is one of the core objectives of Bavarian integration policy. The programme adds to the already existing canvassers of vocational training for German youngsters and youngsters with migration background funded by the StMAS in the course of the labour market fund (<i>Arbeitsmarktfonds, AMF</i>). | The funding guidelines aim to promote labour market integration of people with refugee background. The canvassers of vocational training for refugees inform and advise the target groups about the possibilities for vocational training; they secure and arrange training and internship positions as well as entry-level qualifications; they inform and advise companies on opportunities, support and funding; after placement, they provide selective aftercare. | NUTS2, NUTS3, LAU | Bavarian State Ministry of the Interior, for Sport and Integration (StMI) | Direct beneficiaries: provider for qualification measures, municipalities Indirect beneficiaries: Persons with refugee background ¹³¹ , marginally also persons with a migration background and barriers to integration, foreign skilled workers; companies | Grants for personnel and non-personnel costs that can be combined with funds from the EU, the Federal Republic of Germany or the municipality | active (until 2022) | / |

131 This excludes asylum seekers from countries with a low prospect of staying, which is characterised as origin from a country with a protection rate below 50%.



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| 3.1/ 3.4 | Funding guidelines for job mentors (<i>Förderleitfaden Jobbegleiter</i>) | 2016 (2020) | Integration in vocational training and work is considered a central element for “successful” integration and is one of the core objectives of Bavarian integration policy. The programme adds to the canvassers of vocational training for refugees. | The funding guidelines aim to promote labour market integration of people with refugee background. The job mentors inform and advise the target groups about the possibilities for employment; they secure and arrange jobs and internship positions as well as entry-level qualifications; they inform and advise companies on opportunities, support and funding; after placement, they provide selective aftercare. | NUTS2, NUTS3, LAU | Bavarian State Ministry of the Interior, for Sport and Integration (StMI) | Direct beneficiaries: see above Indirect beneficiaries: persons with refugee background over the age of 25 (except see footnote 2), marginally also persons below 25 | Grants for personnel and non-personnel costs that can be combined with funds from the EU and the federal level or the municipality. | active (until 2022) | / |



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| | | | | | | | and other groups (see above) | | | |
| 3.1/ 3.4 | Funding guidelines to support companies with regard to labour market integration of refugees by means of welcome guides (<i>Richtlinie zur Unterstützung von Unternehmen bei der betrieblichen Integration von Geflüchteten durch Willkommenslotsen</i>) | 2016 (2019) | The demand for skilled labourers is one of the core challenges for the German economy in general and small and medium-sized enterprises in particular. Recruiting and qualifying refugees is an opportunity to meet this demand and simultaneously provide refugees with access to the labour market. | The welcome guides compensate for differences in the structures between the Federal States and support companies with the recruitment and qualification of refugees. | NUTS2, NUTS3, LAU | Federal Ministry of Economy and Energy (BMWi) | Direct beneficiaries: Chambers of Crafts, of Commerce and of Agriculture or similar organisations Indirect beneficiaries: employers, persons with refugee background ¹³² | Grants for personnel and non-personnel costs. | active (until 2023) | / |
| 3.4 | Temporary Employment Act (<i>Arbeitnehmerüberlassungsgesetz, AÜG</i>) | 1972 (2020) | In the past, the Temporary Employment Act aimed at the social security of the contract worker, while today also labour market policy goals are relevant. | Act regulates the maximum time for contract work, the payment of contract workers as well as penalties against employers, especially for the case of unlawful employment of foreigners. | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Labour and Social Affairs (BMAS), Federal Employment Agency (BA), customs authorities | Employers, German and foreign employees | / | active | / |

132 This excludes asylum seekers from countries with a low prospect of staying, which is characterised as origin from a country with a protection rate below 50% as well as asylum seekers from so-called safe countries of origin.



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| | | | | | | (Behörden der Zollverwaltung) | | | | |
| 3.7 | Act to Combat Undeclared Work and Unlawful Employment (<i>Schwarzarbeitsbekämpfungsgesetz, SchwarzArbG</i>) | 2004 (2020) | Due to a rising level of undeclared work in Germany that resulted in massive tax fraud, the Federal Government decided to improve the conditions for legal employment on the one hand and to toughen the combat against undeclared work. | Act regulates the obligations of certain employees to carry along passports, the inspections by the customs authorities as well as administrative fines and criminal penalties against employers, especially for the case of unlawful employment of foreigners. | NUTSO, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Finance (BMF), customs authorities (<i>Behörden der Zollverwaltung</i>) | Employers, German and foreign employees | / | active | / |
| 5. | National Action Plan Integration (<i>Nationaler Aktionsplan Integration, NAP-I</i>) | 2012 ¹³³ | NAP-I is the follow up plan of the National Integration Plan (2007), which emerged as a consequence of the first Federal Integration Conference in 2006. | NAP-I aims to foster language and integration courses for migrants, to provide better opportunities for occupational qualification and to determine measurable indicators for integration policy (Bundesregierung 2012). | NUTSO, NUTS1, NUTS2, NUTS3, LAU | Federal Government (<i>Bundesregierung</i>), Commissioner of the Federal Government for Migration, Refugees and Integration (<i>Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration</i>) | Immigrants | Strategic aims and concrete measures (see above and below) | active | / |

133 The National Action Plan Integration is currently updated and includes a special working group on "specific challenges in rural areas" (BMEL 2019).



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| 5. | Asylum Seekers' Benefits Act (<i>Asylbewerberleistungsgesetz</i>) | 1993 (2020) | After the increase of incoming asylum seekers at the beginning of the 1990s, new benefit regulations were applied to reduce the benefits and provide them by means of the benefit-in-kind principle mainly. | The law regulates the amount and form of benefits for asylum seekers in need of material assistance, tolerated persons and foreigners who are legally obliged to leave the country. | NUTS0, NUTS1, NUTS2, NUTS3, LAU | Federal Ministry of Labour and Social Affairs (BMAS), Federal Employment Agency (BA, administration of the labour market programme), rural and city districts | Asylum Seekers, tolerated persons and foreigners who are legally obliged to leave the country | <p>Payment of benefits for asylum seekers is administered by the rural and city districts – based on §12 of DVAsyl.</p> <p>The labour market programme “refugee integration measures” (FIM, initiated 2016) provides asylum seekers with meaningful and welfare-oriented employment during the asylum procedure – based on §5a of the Asylum Seekers’ Benefits Act and §368 par. 3 sen. 2 of the Social Act, Third Book (SGB III).</p> | active | / |
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| 5. | <p>Regulations concerning grants and services for implementing child and youth services based on the Federal Child and Youth Plan <i>(Richtlinien über die Gewährung von Zuschüssen und Leistungen zur Förderung der Kinder- und Jugendhilfe durch den Kinder- und Jugendplan des Bundes KJP)</i>, based on §83 of the Social Act Eighth Book (SGB VIII) and §45 Residence Act</p> | 2017 | <p>The Federal Child and Youth Plan was already implemented in 1950 to foster child and youth services. Today, it is the core funding instrument for child and youth services on the federal level.</p> | <p>The regulation fosters and provides funds for the child and youth services. One of the measures are Youth Migration Services <i>(Jugendmigrationsdienste)</i> providing counselling services.</p> | <p>NUTS0, NUTS1, NUTS2, NUTS3, LAU</p> | <p>Federal Ministry of Family Affairs, Senior Citizens, Women and Youth (BMFSFJ)</p> | <p>Counselling providers, Germans with migration background and foreigners above 12 and below the age of 27</p> | <p>Annual funds for Third Sector Organisations such as institutions of non-statutory welfare services (money is forwarded to executing provider)</p> | <p>active</p> | <p>Youth Migration Services are offered to TCNs also in rural and mountain areas.</p> |
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| 5. | <p>Funding regulations for implementing migration counselling for adult immigrants <i>(Förderrichtlinien zur Durchführung einer Migrationsberatung für erwachsene Zuwanderer)</i>, based on §45, par. 1 Residence Act</p> | 2016 | <p>Germany wanted to provide a further counselling offer that adds to the integration courses (see 1.1).</p> | <p>The migration counselling aims to initiate, navigate and supervise the integration process of adult immigrants.</p> | <p>NUTSO, NUTS1, NUTS2, NUTS3, LAU</p> | <p>Federal Ministry of the Interior (BMI), Federal Office for Migration and Refugees (BAMF) (implementation)</p> | <p>Direct beneficiaries: Counselling providers</p> <p>Indirect benefits, adult immigrants above the age of 27 (generally up to three years after arrival in Germany), in case of lacking language competence also EU-citizens</p> | <p>Personnel and non-personnel costs including costs for rent and interpreters</p> | <p>active (until 2021)</p> | <p>Migration counselling for adult immigrants is also offered in rural and mountain areas.</p> |
| 5. | <p>Funding regulations for counselling and integration <i>(Richtlinie für die Förderung der sozialen Beratung, Betreuung und Integration von Menschen mit Migrationshintergrund, Beratungs- und Integrationsrichtlinie – BIR)</i></p> | 2016 (2018) | <p>The Free State of Bavaria aims to support integration measures following the principle “promoting and demanding”.</p> | <p>The regulation aims at counselling and coordinating integration measures, while managing everyday life autonomously and connecting volunteering activities is at the core. Funding is provided for refugee and integration counselling as well as for integration guides for the coordination and support of volunteers and civil actors.</p> | <p>NUTS1, NUTS3, LAU</p> | <p>Bavarian State Ministry of Family, Labour and Social Affairs (StMAS)</p> | <p>Direct beneficiaries: rural and city districts</p> <p>Indirect beneficiaries: Asylum seekers and immigrants with a right to stay, volunteers and civil actors</p> | <p>Personnel and non-personnel costs for counselling and coordination of integration activities</p> | <p>active (until 2020)</p> | <p>Counselling for immigrants, volunteers and civil actors is also offered in rural and mountain areas.</p> |



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| 5. | Bavarian Integration Act (Bayerisches Integrationsgesetz, BayIntG) | 2016 | Integration of refugees, who arrived in the 2010s is considered a core challenge for the all levels, i.e. the federal, the <i>Länder</i> and the local level, and requires additional efforts to warrant “good integration”. | The law aims at giving a frame and an aim for integration, based on the basic law and the Bavarian constitution. Its aim is to warrant the “leading culture” and to safeguard the societal cohesion. Focus of the law is on “demanding” and “promoting” integration as well as on culturally integrating migrants. In addition, the law normalises the (office of the) commissioner for integration on the <i>Länder</i> level. | NUTS2, NUTS3, LAU | Administrations, Kindergartens, schools | Germans with migration background and foreigners, in particular refugees | No funding guidelines formulated so far | active | The Bavarian constitutional court ruled that parts of the law are against the constitution ¹³⁴ . |
| 6.1 | Regulation to execute the Asylum Act, the Asylum Seekers' Benefits Act, the Reception Act and the Residence Act (<i>Asyldurchführungsverordnung, DVAsyl</i>) | 2016 (2020) | The regulation was changed in 2016 to implement the residence rule for refugees reliant on social welfare provided in the German integration law (§12a of the Residence Act). | The regulation aims at distributing asylum seekers and recognised refugees with residence obligations (due to their reliance on social welfare) according to quotas between the administrative districts (<i>Bezirke</i>) and the city and rural districts (<i>Landkreise und kreisfreie Städte</i>). It further regulates the provision of accommodation on-site. | NUTS1, NUTS2, NUTS3, LAU | Bavarian State Ministry of Interior, for Sport and Integration (StMI), administrative districts (in particular, Lower Franconia for Financial Accounting (zGASt)) | City and rural districts, asylum seekers, recognised refugees | Costs for the accommodation for rural and city districts are refunded by the Federal State. While the rent for asylum seekers is paid by the state in case of destitution, recognised refugees who still live in asylum accommodation are required to pay rent themselves. | active | Asylum seekers and recognised refugees are distributed to rural and mountain areas. |

134 This is true for mandatory acculturation classes, which violates the freedom of opinion, as well as the obligation of radio and television broadcasters to impart “leading culture” (Leitkultur), which violates the freedom of the media and the freedom of opinion.



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| 6.1 | Emergency programme (<i>Sofortprogramm</i>) | 2015 | Lack of housing for recognized refugees, who have to leave state accommodation, as well as for Germans/foreigners with low income. The emergency programme is part of the housing pact Bavaria (<i>Wohnungspakt Bayern</i>) (StMB 2016). | The Supreme building authority (<i>Oberste Baubehörde</i>) builds houses on state-owned parcels of land with reduced standards. | NUTS3, LAU | Bavarian State Ministry for Housing, Construction and Transport, Supreme building authority (<i>Oberste Baubehörde</i>) | Forced migrants, Germans/foreigners with low income | Provision of buildings and apartments by the state | closed | 599 houses for 2,819 inhabitants, including refugee were constructed. (Bayerischer Landtag 2020) |
| | Driving permit regulation (<i>Fahrerlaubnisverordnung, FeV</i>) | 2010 (2019) | Driving licenses issued in Third Countries need to be transformed to a German driving license in case of long-term stays. | The regulation determines the permission to partake in the road traffic and the process of transformation of driving licenses issued in Third Countries. | NUTS3, LAU | Federal Ministry of Transport and Digital Infrastructure, Federal Motor Transport Authority (<i>Kraftfahrt-Bundesamt</i>), Rural district administration | Germans, foreigners including TCNs | - | active | |



ITALY

NATIONAL POLICY



| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|---|--|------------------------------|---|---|-----------------------|-----------------------------|-----------------|-------------------|---|---|--|
| 2.1 Labour migration 2.2 Family reunification 2.3 Humanitarian/ Asylum/ refugees 2.8 Irregular migration / preventive / migration control / security 2.9 Citizenship/ residency | Consolidated Act on Immigration (T.U.I. D.lgs 25 July 1998, n. 286) | 1999 – (Last amendment 2019) | Reorganise the immigration provisions and deal with the issue in a non-emergency manner. Changed through the years. | Basic law determining conditions of stay and responsibilities of different groups of foreigners | NUTS 0 | National Government | TCNs | xxx | Under way. *The requirement to develop a ‘long-term programme on immigration policy and foreigners on State territory’ once every three years has not been implemented for 12 years. | -Provincial and Regional legislation on health, education, housing, participation in public life and social integration of migrants. -Annual measures establishing the quota of working permits. | Changes in governments and amendments. |

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| <p>2. Migration Policy</p> <p>2.1 Labour Migration</p> <p>2.3 Humanitarian/Asylum/ refugees</p> <p>2.6 Integration policy</p> <p>2.8 Irregular migration</p> | <p>Amendment to the Consolidated Act on Immigration</p> <p>(Law n. 189 30.07.2002)</p> <p>Legge Bossi/Fini)</p> | <p>2002 onwards</p> | <p>Criminalization of irregular migration. Launched by Conservative government.</p> | <p>-Criminal sanctions for persons caught illegally entering the country or who return after being expelled;</p> <p>- Return of irregular TCNs;</p> <p>-Employment contract for legal entry;</p> | <p>NUTS 0</p> | <p>National Government</p> | <p>TCNs</p> | <p>xxx</p> | <p>Under way</p> | <p>-Quota-system by annual ministerial decree (Decreto Flussi)</p> <p>-Creation of CIE</p> <p>-International protection under rapid procedure</p> | <p>Not in line with the basic principle of the Return Directive (2008/115/CE)</p> |
| <p>2.3 Humanitarian/Asylum/ refugees</p> <p>2.6 Integration policy</p> | <p>National Protection System for Asylum Seekers and Refugees (SPRAR)</p> <p>(Art. 32 Law n. 189 30.07.2002)</p> <p>Legge Bossi/Fini).</p> <p>Now SIPROIMI.</p> | <p>2002 onwards</p> | <p>In 2000, memorandum of understanding between ANCI, UNHCR and the Ministry of the Interior with the involvement of over 200 municipalities and 63 territorial projects.</p> | <p>Territorial reception system managed by local entities.</p> | <p>NUTS 0</p> | <p>National Government and territorial entities</p> | <p>Asylum Seekers, Refugees and Temporary protection</p> | <p>National Fund: Fondo Nazionale per le politiche e i servizi dell'asilo (FNPSA)</p> | <p>Under way</p> | <p>Local practices to boost integration: social assistance; school integration of minors; linguistic and intercultural mediation; legal orientation and information; housing services; job placement services;</p> | <p>Legislative Decree n. 113/2018 have limited the use of SPRAR (today SIPROIMI) to Refugees and non-accompanied minors</p> |

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| | | | | | | | | | | training services. | |
| 2.3 Humanitarian/ Asylum/ refugees 2.6 Integration policy | Three-levels reception system (rescue, first and secondary reception) (Decreto Accoglienza D.lgs 142/2015) | 2015 - 2018 | National implementation of European Directive 2013/33 | -Rescue and first identification in hotspot -First reception in CARA, CDA, CPSA -Secondary in SPRAR or CAS | NUTS 0 | National government and local entities (private and public) | Asylum Seekers / irregular entrance | Fondo Nazionale per le politiche e i servizi dell'asilo (FNPSA) | Closed | -Rescue and identification in the hotspot; -First reception in CARA, CDA, CPSA; -Secondary reception in SPRAR or CAS; | -PNR: 2.5 TCNs/1000 inhabitants on a voluntary basis of municipalities; - 2016 Directive of the Minister: safeguard clause |
| 2.3 Humanitarian/ Asylum/ refugees 2.6 Integration policy 2.8 Irregular migration | “Salvini Security Decree” (Law 1st December 2018, n. 132) | 2018 onwards | At the centre of Salvini’s Conservative action against irregular migration and asylum seekers. | -Abolishment of Temporary Protection -New secondary reception centres SIPROIMI (Asylum Seekers excluded) -Registration at the Anagrafe forbidden to | NUTS 0 | National government and local entities | TCNs | xxx | Under way | -Excluding asylum seekers from basic services; -Abolishing Temporary Protection and introducing a new “special protection”; | Several municipalities refused to apply the provisions. Ex. Palermo, Firenze, Naples, etc. |

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| | | | | Asylum Seekers | | | | | | | |
| 5. 13 Antidiscrimination and equality policies | National Office against racial discrimination (UNAR) D.L 9 luglio 2003 in attuazione della direttiva comunitaria n. 2000/43. | 2003 onwards | The Office was established in 2003 following the Directive 2000/43/EC. | The Creation of an Institutional point for the immigrants' rights as well as a catalyst for those who work on a daily basis to stop racial discrimination. | NUTS 0 | National and regional government | Victims of racial discriminations | xxx | Under way, but not all regions have implemented a contact office yet. | Establishment and internal organisation of the Office for the promotion of equality of treatment and removal of discrimination. | Ministry of Interior, the Ministry of Justice and the Ministry of Defence were not involved. |
| 2.5 Protection of children in migration / unaccompanied minors | Provisions on protection measures for unaccompanied foreign minors (Law n. 47, G.U. n. 93 del 21/04/2017) | 2017 onwards | More than three years of advocacy efforts by Save the Children and other NGOs | -Employment legislation; -Child protection; -Health, education, and housing | NUTS 0 | National government | Unaccompanied minors | xxx | Under way, but implemented decrees are missing | Harmonization and legal regulation of custody | -No families available -Different Regional legislation |
| 2.1 Labour migration 8.3 Agriculture | Green Corridor: | May 2020 | Coronavirus pandemic was threatening agricultural production at the beginning of the summer season. | Repair the labour shortage | NUTS 0 | Confagricoltura, in collaboration with the Italian foreign ministry | Seasonal Workers | National Funds | Closed | Corridors for non-EU farmworkers who have had a work contract with Italian firms for years | Travel restrictions due to the COVID-19 |

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| 2.8 Irregular migration | Sanatoria 2020 (Amnesty for undocumented migrants) Decreto rilancio DL n. 34 19/05/2020 | May 2020 | Coronavirus caused labour shortage in key sectors. | Support certain sectors with irregular or non-existent work contracts: Agriculture, Fisheries, Animal breeding, Domestic work sector. | NUTS 0 | Minister of Interior | of Seasonal Workers | National Funds | Closed | -Six-month temporary stay permit. - TCNs can apply to convert the temporary permit into a longer-term work permit. | ASGI, ARCI AND CGIL common letter to extend the regularization. |
| 9.2 Regional equality / reduction regional economic and social disparities | SNAI (Strategia Nazionale Aree Interne) | 2014-2020 | Proposal of the Ministry for territorial cohesion, with the collaboration of Regions, ANCI and UPI | Contrasting the demographic decline and abandonment that characterizes the internal areas of the country | NUTS 0 | Minister of territorial cohesion | of Inner Areas | European Funds (FESR, FSE e FEASR) and National | Under way | -Preliminare di Strategia; Intermunicipal agreement based on “Law 122/2010”; -Guidelines on health, mobility and education | Socioeconomic Inequality among Italian regions. |
| 9.1 Strategic urban / rural planning | Legge Piccoli Comuni: DDL AS 2541 | 2017-2023 | Approved 16 years after the first initiatives by proposed by Legambiente | Recovery, protection, and enhancement of small municipalities | NUTS 0 | Minister of Interior | of Small Municipalities | National Funds | Under way | Development of small municipalities; -Enhancement of their natural, rural, historical and cultural heritage. | No implementing decrees have ever been issued |

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| 9.1 Strategic urban / rural planning | National strategy for Sustainable development | 2017-onwards | Adoption of the Agenda 2030 | Integrated territorial approach | NUTS 0 | National Government | Citizens, Institutions, private sector | xxx | Under way | -Preservation of biodiversity; - Development of individual potential; - Decrease of territorial inequalities | xxx |
| 3.7 Measures to contrast employment in the irregular market | Legislative Decree no. 109/2012, and Law n. 199/2016 sul contrasto ai fenomeni del lavoro nero e dello sfruttamento del lavoro in agricoltura | 2012-onwards | EU Directive 2009/52, mainly against “Caporalato” | Contrasting the irregular labour market strengthening administrative and criminal sanctions | NUTS 0 | National Government | Irregular work | National Funds | Under way | -New crime of illicit intermediation and exploitation of labour | xxx |
| 3.1 Active and passive labour market policies | Garanzia Giovani | 2015 onwards | European plan to combat youth unemployment launched by the EU in April 2013 | European Plan to fight unemployment | NUTS 0 | EU | Neet - Not in Education, Employment or Training). | European Social Fund | Under way | -Funding for Member States with unemployment rates higher than 25% -Investment in education, training and job placement policies in support of young people | xxx |

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| 3.1 Active and passive labour market policies | Reddito di cittadinanza (RDC) –art. 1. DL n. 4/2019 covertito in L. 26/2019. | 2019 onwards | At the basis of 5 stars movement campaign in 2018 | Countering unemployment and poverty in the country | NUTS 0 | National Government | Unemployed | National Funds | Under way | A conditional economic performance based on the adhesion to a project of social insertion | xxx |
| 3.4 Incentives for employers to hire refugees and asylum seekers | Benefits for the employment of beneficiaries of international protection. Budget Law 2018 | 2018 onwards | PD deputy Giuseppe Guerini's Initiative. | The incentive consists of a contribution, within the spending limit of 500 thousand euros per year, to reduce the compulsory social security and welfare insurance due to employees | NUTS 0 | National Governments | Refugees | National Funds | Closed | It has established tax incentives for social cooperatives which will recruit beneficiaries of international protection with a permanent contract in 2018. | xxx |
| 1.3 Language skills | Free compulsory language course. "Integration agreement" | 2011 onwards | The so-called "security package", approved by Law no. 94 of 15 July 2009, introduced the "integration agreement" | In case of permit to stay of minimum one year, the foreigner has to sign an "integration agreement" to reach an adequate knowledge of Italian language. | NUTS 0 | National Governments | TCNs with 1-year residence permit | National Funds | Under way | Free compulsory language course for the integration into the labour market. Stressed by National Plan for integration adopted in 2017 | xxx |

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| 7.3 Access to health care | <p>National and Regional Agreement on Health Care for Foreigners</p> <p>“Indicazioni per la corretta applicazione della normativa per l’assistenza sanitaria alla popolazione straniera da parte delle Regioni e Province autonome”</p> | 2012 onwards | <p>Interregional Roundtable: “Immigrati e servizi sanitari”, in the context of the project “Promozione della salute della popolazione immigrata”, 2007.</p> | <p>Ensuring better access to health care for the foreign population in Italy</p> | NUTS 0 | National Governments | TCNs | National Funds | Under way | <p>-Recognition of the law in force;</p> <p>-Code X01 per for the exemption of the ticket;</p> <p>- Compulsory enrolment in the Regional Health Service (SSR) of the minor, even if without a residence permit;</p> <p>-The possibility for the EU citizen who wants to legally reside in Italy for more than 3 months to proceed with the voluntary registration to the SSR instead of subscribing to a private health policy of annual duration.</p> | |
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AUTONOMOUS PROVINCE OF BOLZANO

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|---|---|-------------------------|---|---|-----------------------|-----------------------------|-----------------|------------------------------|-------------------------|---|-------------------------------------|
| 1.4 Education to multiculturality 2.1 Labour migration 2.6 Integration policies | Provincial Law (No. 12), which regulates the “integration of foreign citizens” | 2011 onwards | - Province with a high degree of independence in the field of integration | -Strengthen the role of municipalities; - Focus on language as the leverage of integration and labour market integration | NUTS 3 | A.P. Bolzano | TCNs | Provincial Labour Department | Fully implemented | The legal basis for Immigration management in the Province | 3 Official language in the Province |
| 2.6 Integration policies | Decree 35/2012 of the Provincial president (Regulation concerning the Integration Coordination Service 2) and the Provincial | 2012 onwards | - Integration of the previous Provincial Law | Improving the provision of the Provincial Law | NUTS 3 | A.P. Bolzano | TCNs | Provincial Labour Department | Fully implemented | -Establishing the coordination service for integration; And the Provincial Immigration Council | xxx |

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| | Immigration Council | | | | | | | | | | |
| 2.6 Integration policies | Convivere in Alto Adige, un patto per l'integrazione | 2016 onwards | - Due to the increasing presence of TCNs | An active participatory process that involved all citizens and defines mutual obligations and rights. | NUTS 3 | A.P. Bolzano | TCNs | Provincial Labour Department | In progress | Grants have been given to local authorities to promote integration | xxx |
| 1.3 Language skills | Language centres for students with migratory background in South Tyrol. Deliberazione della Giunta Provinciale nr 1482 del 07/05/2007 | 2007 onwards | - Improve the knowledge of the 3 official languages | Social and economic inclusion of pupils | NUTS 3 | A.P. Bolzano | Pupils with migratory background | Provincial Pedagogic Department | Fully implemented | Creation of Language and Competence Centres. | xxx |
| 8.1 Rural areas development policies | Strategie di Sviluppo Regionale 2014-2020 (Regional Development strategy) | 2014-2020 | Actions and investment priorities strategies and Europe 2020 objectives | - Human Capital Investments; - Rural Areas stability; - Research and Development; | NUTS 3 | A.P. Bolzano | Inner Areas | FESR | Fully implemented | xxx | xxx |

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| 8.3 Agriculture | Legge n. 8 del 22 giugno 2018 sull'agricoltura sociale nella Provincia Autonoma di Bolzano (Law on social agriculture) | 2018 onwards | - | In accordance with the European Union rural development programs and national law Law n. 141 18/08/2015 | Supporting and strengthening the social structure of the provincial rural territory. Promoting socio-economic development and the permanence of farmers in rural areas, as well as multifunctionality and diversification agriculture. | NUTS 3 | A.P. Bolzano | Vulnerable People | Provincial Agricultural Department | In progress | xxx | xxx |
| 8.1 Rural area development policies | Programma di Sviluppo Rurale Bolzano 2014-2020 | 2014 - 2020 | | Implementation FEASR | The PSR is a 7 years regional programme that supports interventions for the agro-food and forestry sectors and for the socio-economic development of rural areas. | NUTS 3 | A.P. Bolzano | Rural Areas | xxx | xxx | Socio-economic impact on agriculture and rural areas | xxx |
| 6.3 Social Housing | Social Housing legge provinciale 17 | 1998 onwards | - | xxx | Facilitated access to housing | NUTS 3 | A.P. Bolzano | People with low income | Provincial Funds | Fully implemented | Fixing the requirements for obtaining a social | xxx |

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| | dicembre 1998, n. 13 | | | | | | | | | housing assignment | |
| *Transport | Piano provinciale della mobilità (Provincial Plan for Mobility) (Delibera n. 20 del 9 gennaio 2018.) | 2018 onwards | - xxx | -Strategic objectives and quality criteria for public transports; -It illustrates, in accordance with provincial law n. 15 of 2015, the necessary integrated system of planning and scheduling of public Transportation; | NUTS 3 | A.P. Bolzano | Everyone | Provincial Tourism and Mobility Department | In progress | xxx | xxx |
| *Digital innovation | Banda Larga Provincia Autonoma di Bolzano (Internet Connection) Legge provinciale 19 gennaio 2012, n. 2: Promozione della banda larga sul | 2012 onwards | - xxx | Fundamental importance for the economic, cultural and political development of the entire territory | NUTS 3 | A.P. Bolzano | Everyone | Provincial Digitalization Department | It introduces the elaboration of the development plans of the network by the individual Municipalities and underlines the need for cooperation and consultation between Province and Municipalities | xxx | xxx |

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| | territorio della Provincia | | | | | | | | | | |
| 9.1 Strategic urban / rural planning | Legge provinciale 10 luglio 2018, Territorio e paesaggio | | | | | | | | | | |
| 2. Migration policies *Labour and social integration for trafficked and exploited people | Project "Alba" - Programme of assistance, social protection and social and labour integration for trafficked and exploited people | 2003 onwards | - | Project "Alba" - Programme of assistance, social protection and social and labour integration for trafficked and exploited people | | A. P. Bolzano coordinates 3 operational organisations of the private social sector: Associazione Volontarius Onlus, Associazione La strada - Der Weg Onlus, Consorzio sociale Consis Onlus. | | | | | |
| 5.9 Social/economic security | Provincial Social Plan | 2020 onwards | - | The Provincial Social Plan is the main planning tool in the social sector and contains guidelines and development priorities for | | | | | | | |

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| | | | | <p>services and benefits.</p> <p>As part of a participatory process that will take place during 2020, the new Provincial Social Plan will be drawn up.</p> | | | | | | | |
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CM TURIN

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|--|---|-------------------------|--|---|-----------------------|-----------------------------|---------------------------|-------------------|-------------------------|---|---------------------------------|
| <p>1.4 Education to multiculturalism</p> <p>2.1 Labour migration</p> <p>2.6 Integration policies</p> | <p>Regional Law on Migration (8.11.1989, n. 64.)</p> | 1989 onwards | xxx | <p>-Promoting integration;</p> <p>-Promoting equal opportunities;</p> <p>-Protecting linguistic and cultural identity of the countries of origin;</p> | NUTS 3 | Piemonte Region | TCNs | xxx | Fully implemented | <p>-Knowledge of Italian language;</p> <p>-Training activities;</p> <p>-Suitable accommodation;</p> <p>-Education for all;</p> <p>-Integration through cultural activities;</p> | xxx |
| 5. 13 Antidiscrimination and equality policies | Norme di attuazione del divieto di ogni forma di discriminazione e della parità di trattamento nelle materie di | 2016 onwards | xxx | Ensuring and promoting substantial equality | NUTS 3 | Piemonte Region | Victims of discrimination | xxx | In progress | <p>-Piano Triennale contro le discriminazioni 2018-2020;</p> <p>-Testo del Regolamento attuativo della LR 5/2016;</p> | xxx |

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| | competenza regionale. (Regional Law 23 March 2016) | | | | | | | | | | |
| 2.4 Humanitarian/Asylum/Refugees 2.6 Integration policies | Minplus, per una governance territoriale dell'accoglienza dei richiedenti asilo | 2019 - 2021 | xxx | Multi-level territorial governance that includes legislative, financial and organizational aspects regarding the accompaniment on both sides of the border of asylum seekers with a particular focus on unaccompanied foreign minors. | NUTS 3 | Piemonte region | Asylum seekers and unaccompanied minors | Programma INTERREG Italia-Svizzera 2014-2020 | In progress | Development of a cross-border model of governance of welfare system; Creation of a cross-border model of governance of public communication to promote positive relations between local communities and foreign people | xxx |
| 2.6 Integration policies | Impact - Consolidare la pianificazione dell'integrazione migranti. "InterAzioni in Piemonte 2" | August 2018 - December 2020 | xxx | Replying to the needs and requirements of people of foreign origin through a strategy based on the coordination of different policies. | NUTS 3 | Piemonte region | TCNs | FAMI | In progress | -Adapting school system in multicultural contexts; -Promoting access to services for integration; -Strengthening information services through | xxx |

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| | | | | | | | | | | territorial channels; -Promoting participation of migrants in the economic, social and cultural life. | |
| 1.1 Education and Training 2.6 Integration policies | Progetto Provaci ancora Sam! | 1989 onwards | - Contrasting early school leaving | -Promoting integration; -Promoting equal opportunities; | NUTS 3 | City of Turin | Vulnerable people | City of Turin, Regional School Office for Piedmont, Compagnia di San Paolo, Foundation for the School and Ufficio Pio | In progress | -Training activities; -Education for all; | |
| 2.6 Integration policies | Progetto FORWORK (Fostering Opportunities of Refugee Workers) promoted by ANPAL | 2014 - 2017 | xxx | - Promoting integration; -Promotion of job skills | NUTS 3 | Piemonte region | Refugees and Asylum seekers | Co-financed by the European Union Easi programme 2014-2020 | Closed | - Recognition of formal and informal work skills - Training of cultural mediators | xxx |

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| 3.7 Measures to contrast employment in the irregular market 8.3 Agriculture | Protocollo d'intesa per la promozione del lavoro regolare in agricoltura. | 2019 | xxx | Countering Caporalato and exploitation, improving living conditions for agricultural workers in Piedmont and promoting integration with residents. | NUTS 3 | Piemonte region | Migrant workers in agriculture | xxx | Closed | -Transparency and legality in agriculture. -Collaborating at all institutional levels on the issues of: Security, health, legality, transport, social and housing integration | xxx |
| 3.7 Measures to contrast employment in the irregular market 8.3 Agriculture | Disposizioni per la sistemazione temporanea dei salariati agricoli stagionali nelle aziende agricole piemontesi (Regional Law n. 12 June 2016) | 2016 onwards | xxx | Avoid the phenomenon of agricultural exploitation | NUTS 3 | Piemonte region | Irregular Migrant workers in agriculture/ Agricultural enterprise | xxx | Fully implemented | -Prevention of agricultural exploitation; - Temporary reception | xxx |
| 1. Education related policies | Piano metropolitano per il diritto allo studio (Regional Law 28/2007) | 2007 onwards | xxx | Creation of an inclusive education plan | NUTS 3 | Piemonte Region | Students | xxx | Fully implemented | -School Contribution to the most vulnerable population groups; -School care plan; -Contributions to municipalities for school support | xxx |

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| | | | | | | | | | | services, such as transport; | |
| 9. Territorial Planning policies | Participatory planning path for the definition of the Piano strategico metropolitano 2021-2023 | 2021 - 2023 | xxx | Handling the strategic development of the metropolitan area in implementation of Law n. 56 (April 7, 2014) | NUTS 3 | CM Turin | Everybody | Metropolitan Funds | To be presented | Shared development strategy | xxx |
| 9. Territorial Planning | Participatory planning for the Metropolitan Agenda for sustainable development | 1 st October 2020 onwards | xxx | Territorial development in line with regional strategies | NUTS 3 | CM Turin | Everybody | Metropolitan Funds | Just started | Balance in the development of the territory | xxx |
| 8.2 Regional development and rural/mountain policies | InnovAree | 2018 onwards | xxx | Building pathways of social and business integration of new inhabitants of the municipalities of the valleys ranging from Pinerolese to Alto Canavese | NUTS 3 | CM Turin | New inhabitants of mountain areas | xxx | Fully implemented | -Mentorship, networking and matching services for businesses mountain areas. -From 2019, creation of a consultancy service " Vivere e lavorare in Montagna " | xxx |

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| 8.1 Rural area development policies | PSR Piano di Sviluppo Rurale Piemonte 2014-2020 | 2014 - 2020 | Implementation FEASR | Socio-economic impact on agriculture and rural areas dynamics. | NUTS 3 | Piemonte region | Rural and mountain areas | 43% FEASR + regional and national quotes. | Completed | Socio-economic impact on agriculture and rural areas dynamics. | xxx |
| 8.3 Agriculture | Regional Law 1 Piemonte n. 1 del 22 January 2019 – “Riordino delle norme in materia di agricoltura e di sviluppo rurale” | 22 January 2020 onwards | In accordance with the European Union rural development programs and national law n. 141 18/08/2015 | To boost regional legislation in agricultural matters, which, at the same time, introduces several new elements including Social Agriculture. | NUTS 3 | Piemonte region | Vulnerable people | xxx | Just started | Modify Social Agriculture in such a way that people with different forms of disadvantage can make use of their abilities and create their own paths | xxx |
| 6.3 Social Housing | Norme in materia di edilizia sociale Regional Law 17 February 2010, n. 3. (Testo coordinato) | 2010 onwards | xxx | Systematizing the access to social housing | NUTS 3 | Piemonte region | People with low income | xxx | Fully implemented | Fixed requirements for obtaining a social housing assignment | xxx |

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| 8.2 Regional development and rural/mountain policies | Associazioni Fondiarie (Lands Associations) Regional Law n. 21 November 2016 | 2016 onwards | - xxx | Supporting productive and economically sustainable cultivation areas able to facilitate employment, the establishment and consolidation of new agricultural enterprises. | NUTS 3 | Piemonte region | Abandoned areas | Regional funds | Fully implemented | Recognizing a tool for the improvement of funds and for the functional enhancement of the territory, including all lands of any kind (agricultural, forest or mixed). | xxxxaa |
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NORWAY

NATIONAL LEVEL

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|--|--------------------------------------|-------------------------|---|---|-----------------------|------------------------------------|---|--|-------------------------|--|---|
| 2.6 Integration policy, 1.1 Education and training, 1.2 Recognition of qualifications and skills, 1.3 Language skills, 6.1 | The Introduction Act | 2003 - onward | The Introduction Act was introduced as a result of a growing perception that integration policy was in crisis. In many immigrant groups, the labour market participation rate was low and receipt of social welfare | Act comprises two schemes: the introduction programme (from 2004) and Norwegian language training and social studies for adult immigrants (from 2005). The overall objective of the Act is to improve newly arrived immigrants' | NO | Ministry of Education and Research | Newly arrived immigrants, over 16 years old | The municipalities receive funding by applying the county governor based on how many residents have the right and duty to the scheme | ACTIVE | The degree to which the objective of the Act is met varies substantially between the different municipalities. | Variation in how the municipalities have organized and implemented the act and what parts of the introductory program they focus on |



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| Asylum seekers and refugees housing policy | | | was high, even after many years in Norway | potential for participating in the labour market and society in general, and to give the participants greater financial independence | | | | | | | |
| 2.6 Integration policy, 5.9 Social/Economic security, (Covid 19-policy), 1.3 Language skills | Temporary Act on adaptations in the Introduction Act to remedy consequences of outbreaks of covid-19 | may/aug 2020 - onward | The early measures had focused on limiting negative consequences for businesses and households that were severely affected by the virus outbreak and the related infection control | Measures to strengthen integration, related to language skills, prolonged integration and introduction program, and secondary education. The act contains both provisions to ensure that participants in | NO | Ministry of Education and Research | Municipalities, county municipalities and participants in introduction program | Governmental funding directed at the municipalities (NOK 0,5 billion) | ACTIVE An extension of the temporary act from 1 November to 1 July 2021 is now being considered by the | | |



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| | | | measures. The May 29 proposals initiate a new policy phase, where control measures are scaled back and economic measures are revised to increase economic activity and help unemployed return to work. | the scheme under the Introduction Act receive an offer when the outbreak of covid-19 affects implementation and provisions to remedy negatives consequences of longer-term outbreaks. | | | | | govern ment | | |
| 2.9 Citizens hip/resi dency, 2.8 Irregula r migrati on/pre ventive /migrati on | Act relating to the admission of foreign nationals into the realm and their stay here (Immigration Act) | 2010 - onward | The first edition of the law came in 1988, replaced by a new foreign law which came into force on 1 January. 2010. The term | provide the basis for regulating and controlling the entry and exit of foreign nationals and their stay in the realm facilitate lawful | NO | Ministry of Justice and Public Security. The police enforce e.g. forced returns | Foreigners, understood as everyone who does not have Norwegian citizenship, except the Nordic countries | | ACTIVE | | |



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| control /security | | | residence permit replaced residence and work permit. Residence permit replaced settlement permit. The term asylum replaced with protection to reflect the international term "protection". | movement across national borders, and ensure legal protection for foreign nationals who are entering or exiting the realm, who are staying in the realm, or who are applying for a permit under the Act. provide the basis for protecting foreign nationals who are entitled to protection under general international law or international agreements by | | | and diplomats | | | | |
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| | | | | which Norway is bound. | | | | | | | |
| 2.9 Citizenship/residency, 5.9 Social/economic security | The Norwegian Nationality Act | 2006-onward | The first edition of the Norwegian Nationality act came in 1888. With effect from 1 January 2020 Norway allows dual citizenship. Former Norwegian citizens who lost Norwegian citizenship prior to this | The Nationality Act and Nationality Regulations contain rules on how persons can become Norwegian nationals and how they may lose their Norwegian nationality. Nationality can be regarded as a | NO | Ministry of Education and Research The law is implemented by: the King, the Ministry, the Immigration Appeals Board, | Norwegians and those who apply for Norwegian citizenship | | ACTIVE | | |



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| | | | date (upon naturalisation in another country) may re-acquire Norwegian citizenship by declaration | formalisation of the social contract that exists between the state and a citizen. | | the Norwegian Directorate of Immigration, the police and Norwegian foreign service missions. | | | | | |
| 5.9 Social/economic security, 5.10 Poverty reduction | Act relating to social services | 2010-onward | The law came as a result of the Norwegian Labour and Welfare Administration (NAV) reform, and regulates the municipal tasks and services that will be included in the NAV | Purpose: to improve the living conditions of the disadvantaged, contribute to social and economic security. Giving the individual the opportunity to live and work independently, and promote | NO | Ministry of Labour and Social Affairs | Everyone who stays in Norway | The municipalities must cover the cost of the services. The state provide annual grants to partially cover the municipality's expenses | ACTIVE Right on an "individual plan" (IP) if you receive health care / social services over a longer period | | |



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| | | | office. The Act is one of the main laws in NAV, together with the NAV Act, the National Insurance Act and the Labour Market Act. | the transition to work, social inclusion and active participation in society | | | | | of time - applies across several acts | | |
| 1.1 Education and training | Act relating to Primary and Secondary Education and Training | 1999/2020 onward | Entry in force from the school year 1999/ 2020. | Education and training in schools and training establishments must. Grammar school, junior secondary school, secondary education at advanced level, and technical college is free/ no school money. | NO | Ministry of Education and Research Grammar school and Junior secondary school (=10 years) - Local level (Municipality). Secondary | All children age 6 - 15, 16 -19, adults without primary school education | Municipality/ and county organize. Governmental funding the county and the municipality | ACTIVE | | |



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| | | | | | | education at advanced level, and technical college (= 3 year/ 2 +2 year - county level) | | | | | |
| 3.1 Active and passive labour market policies | The Labour Market Act | 2004 - onward | The act replaces the employment law that came into force in 1947, and is a modernization of this. In addition to strengthening the user's legal security, the rights and obligations of the various actors are defined. | Purpose: contribute to achieving an inclusive working life through a well-functioning labour market with high occupational participation and low unemployment. | NO | Ministry of Labour and Social Affairs The responsibility is governmental (NAV) but is distributed at local | Everyone with legal residence in Norway | Governmental funding | ACTIVE | | |



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| | | | | | | level in collaboration with the municipality. | | | | | |
| 2.6 Integration policy, 1.1 Education and training, 1.2 Recognition of qualifications and skills, 1.3 Language skills | Prop. 89 L. Proposition to the Storting (bill) | 2019-2020 | The proposal is part of a larger integration reform. In the last 50 years, Norway has become a more complex society. At the beginning of 2019, 14.4 per cent of the population were immigrants and 3.4 per cent Norwegian was born to immigrant | Purpose: contribute to more immigrants, and especially refugees, being integrated into Norwegian society at an early stage, gaining a lasting connection to working life and becoming financially independent. More will receive formal competence within the | NO | Ministry of Education and Research | Municipalities, county municipalities, county governor immigrants, participants in introduction program | The municipalities receive funding by applying the county governor based on how many residents have the right and duty to the scheme. The bill shall not entail increased costs for the municipality (source of disagreement) | Not yet implemented. Career guidance already in place (ref Temporary Act covid-19). | | |



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| | | | <p>parents. Of the entire population of Norway, 4.4 per cent had a refugee background. Research has shown that employment rates for refugees increase in the first years after arrival in Norway, and then fall five to ten years after arrival. An important reason is that there is a gap between the skills that working life demands, and the skills that many refugees have.</p> | <p>framework of the introductory program. Strategies: more targeted qualification, differentiation (length and substance), standardization (courses in life skills, and parents will undergo courses in parental guidance), strengthened Norwegian language training (focus on achieved level, not hours completed), early mapping of skills and competences (asylum</p> | | | | | | | |
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| | | | | reception), targeted settlement based on immigrant competences and needs in local labour market. In order to ensure the quality of training and services provided by the municipality in accordance with the act, a requirement for soundness is introduced. | | | | | | | |
| 2.6 Integra tion policy | Meld. St. 6 (2012-2013) A comprehensive integration policy. Report to | 2012-2013 | Globalized world. People from other countries immigrate to Norway and Norway needs skills | Aim: Ensure that everyone living in Norway gets to use their resources and take part in the | NO | Ministry of Children and Families | All immigrants Interdiscipli nary approach | xx | ENDED | | |





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| | the Storting (white paper) | | and manpower. | community. Themes: Work, preschool and education, health, childhood and family, housing and settling, community, discrimination, state citizenship, influence and the third sector, crime | | | | | | | |
| 2.6 Integra tion policy | Meld. St. 30 (2015-2016) From reception centre to the labour market – an effective integration policy. Report to the Storting | 2015-2016 | The white paper is based on the migration situation in Europe and Norway in 2015 and 2016. The white paper outlines how Norway's integration | The aim of integration policy is to introduce measures that provide incentives for participation in the workforce and in community life. The aim is that everyone | NO | Ministry of Justice and Public Security | All immigrants | xx | ACTIVE | The white paper initiated the Brochmann 2 expertise group. Report presented in 2017: "Long-term consequences of high immigration" | |



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| | (white paper) | | policy and measures should be organised to ensure that newly-arrived immigrants with refugee backgrounds enter the labour market or start an education without delay and acquire a permanent connection to the labour market. | who is going to live in Norway finds work or undertakes studies, and becomes a tax payer and contributing citizen. The white paper focuses primarily on the period of time that follows the granting of permission to stay in Norway and on the policies and measures that mainly apply to the initial years that immigrants with refugee backgrounds spend in Norway | | | | | - This report is laying the ground for future policy making on the immigration field. | |
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| <p>5.9 Social/economic security, 5.12 Participation related (leisure activities)</p> | <p>Meld. St. 10 (2018-2019) Voluntaire ss - strong, independent, diverse - The national volunteer policy Report to the Storting (white paper)</p> | <p>2018-2019</p> | <p>Norwegians has always had a strong culture for mobilizing the local communities in sorting out different task. This voluntary work is called "dugnad". This tradition has translated into modern society in more organized forms as voluntary and idealistic organisations. The yearly voluntary work ours in Norway is stipulated to be 4,7 % of the GDP, or</p> | <p>The main goal is to increase the participation in the voluntary sector an voluntary work. This sector is regarded as a mean to maintain the trust in the society, prevent exclusion and promote inclusion, promote democracy, unveil unknown needs and create new solutions, contribute in the national contingency, maintain the Norwegian</p> | <p>NO</p> | <p>Ministry of Culture (KUD)</p> | <p>All citizens</p> | <p>xx</p> | <p>ACTIVE</p> | | |
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| | | | 148.000 man-years. | cultural heritage and promote health and well-being. The government acknowledges the voluntary work as an arena for integration: As a way into the local society, education and work. Not as a replacement for structural efforts but as an additional contribution. | | | | | | | |
| 2.6 Integrati on policy, 1.1 Educati on and training , 1.3 | Integration through knowledge. The Government's integration | 2019-2022 | Main challenges: Low rate of employment and skills gap - too many immigrants, particularly refugees and | Goal: More immigrants should work, so that they are able to provide for themselves and | NO | Ministry of Education and Research | Immigrants | Integration measures from the state budget to e.g. municipalities. See Prop. 1 S | ACTIVE | | |



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| Language skills | strategy 2019-2022 | | women, remain outside the labour market. In comparison with the population as a whole, immigrants have lower employment rate, less job security, more part-time work and short-term contracts, a higher unemployment rate and more people who are without work or education. | their families. Economic freedom and independence . Contribute to development and value creation, and an economically sustainable welfare society. Goal 1: Education and qualification, 2: Work, 3: Everyday integration, 4: The right to live a free life | | | | (2020-2021) - budget proposal Ministry of Education and Research: NOK 25 million for voluntary Norwegian training and NOK 57 million for investments in the field of integration | | | |
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REGIONAL LEVEL

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION |
|---|--|-------------------------|---|--|-----------------------|----------------------|-----------------|--|---|
| 8.1 Rural area development policies 1.1 Education and training | Regional plan for competence (Oppland) | 2018-2030 | In need of more residents and jobs. An aging population and centralization trends make it demanding to bring about growth in the county. Young people do not move home after completing their education due to a lack of job opportunities. Without immigration, Oppland would have had a population decline. Many of the immigrants move away from the | Overall perspective: Diversity and integration: The county needs more inhabitants and must therefore create attractive communities. Everyone must be guaranteed equal opportunities to be part of the Oppland society. OBJECTIVE: The main objective of the three plans is to attract more inhabitants and develop more sustainable jobs | NO022 Oppland | The County Council | All citizens | Governmental: The financial framework for the county municipality is set by the Government. The plans focus on measures of cooperation | ACTIVE Will be replaced in near future due to the county reform (new county of the Inland) |



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| | | | county after the settlement period. | in Oppland. It will require attractiveness both in terms of settlement and establishment of jobs. | | | | | |
| Rural area development policies 1.1 Education and training | Regional plan for competence and manpower in Hedmark | 2019-2030 | | Regional plan for competence development which also aims to strengthen the county municipality's role as a social developer within competence policy. | NO021 Hedmark | The County Council | All citizens | | ACTIVE Will be replaced in near future due to the county reform (new county of the Inland) |
| 4.1 Business development incentives policies, 8.1 Rural area development policies | Regional plan for value creation (Oppland) | 2018-2030 | Same as regional plan for competence Oppland | Integration mentioned as an overall perspective (see regional plan for competence Oppland) Contents: Bioeconomy, | NO022 Oppland | The County Council | All citizens | Governmental. Same as regional plan for competence Oppland | ACTIVE Will be replaced in near future due to the county reform (new county of the Inland) |



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| | | | | Tourism and experiences, Part-time residents, Cyber and information security and Industry and technology | | | | | |
| 9.1 Strategic urban/rural planning | Regional plan for transport and communication (Oppland) | 2018-2030 | Same as regional plan for competence Oppland | Integration mentioned as an overall perspective (see regional plan for competence Oppland). Contents: digital infrastructure, infrastructure road and rail, from public transport to mobility, the ATP strategy Mjøsbyen | NO022 Oppland | The County Council | All citizens | Governmental | ACTIVE Will be replaced in near future due to the county reform (new county of the Inland) |



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| 9.1 Strategic urban/rural planning | The Inland Strategy - we are building the Inland | 2020-2024 | County reform: New county of Innlandet from January 1st. 2020. | <p>The UN SDG's as foundation. Focus areas: Citizens, Innovation, Inclusion and Infrastructure (will elaborate i 4 new plans to come)</p> <p>Inclusion: reduce inequalities associated with basic social conditions such as education and economy. In addition, environmental factors, business structure, living habits and health services have a major impact on the population health and on inclusion. The multicultural perspective</p> | NO02 Innlandet | The County Council | All citizens | Governmental | ACTIVE |
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| | | | | becomes important to safeguard, so that minority groups do not fall outside working and social life. | | | | | |
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SPAIN

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIM | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|--------------------------|---|---|---|--|-----------------------|---|--|-------------------|--|--|---------------------------------|
| 2 (2.1 to 2.9) 7.3 | Basic Law N°. 4/2000 of 11 th January on the rights, freedoms and social integration of foreigners | 2000-onwards (Law amended several times: Laws 14/2003, 2/2009 and 09/2018) | Began with the rapid increase of foreign immigrants from the mid 1990s, to regulate its entrance and permanence | It is the Spanish rule that regulates the entry and stay of non-EU foreigners in Spanish territory, as well as the rights and freedoms | NUT 0 | Ministry of Inclusion, Social Security and Migration, with the Ministry of the Interior (Directorate General of International Relations and Foreigners) | Foreign non-EU immigrants arriving to Spain, and staying in the country | National | Active, but amended. It regulates the entrance and residence of foreigners | It establishes the general framework, conditions and regulations for the entrance and permanence of foreign immigrants | |
| 2 (2.1 to 2.9) | Basic Law N°. 14/2003, of 20 th November | This Law granted undocumented aliens access to the basic benefits of the national health system, education system and social services system for all foreigners in an irregular situation | Law amended from the previous (2000) | To ensure the access of basic services (health, education, social services) to immigrants | NUT 0 | Ministry of Presidency | Irregular foreign immigrants or those living in Spain registered in the Padrón (Empadronamiento) | National | Active, but amended | Improving the management and legal regime of the situations of foreigners in Spain, about administrative procedures, reinforcing procedures for the return of foreigners, and to promote legal immigration and the integration of foreigners | |

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| 2.6 | The Strategic Citizenship and Integration Plan (Acronym: PECEI) | PECEI-I (2007-2010) and PECEI-II (2011-2014) | To promote the full integration of foreigners into Spanish society, within a framework of coexistence of diverse identities and cultures with respect for the Constitution and the law | Integration programmes | NUT 0 | Secretary of State for Migration, through the General Directorate of Inclusion and Humanitarian Attention | Foreign immigrants | National | Developed between 2007-2010 and 2011-14 | Its principles: equality, citizenship, interculturality and inclusion. These programmes constituted a programmatic framework to promote the integration of immigrants, applicants and beneficiaries of international protection | |
| 2.7 2.9 | The Intensive Nationality Plan | In several years, years with regularization | Plan for processing residence-based nationality applications | This Plan has provided a more favourable legal framework for naturalisation policies | NUT 0 | Ministry of Justice | | National | During several years | Regularization of immigrants | |
| 2.3 | Law 12/2009, of October 30, regulating the right to asylum and subsidiary protection | From 2009 onwards | This Law was amended from other initial (Law 5/1984, March 26, to regulate the mechanisms for the recognition of refugee status; the old law did not contemplate issues that are currently essential in the field of | LAW regulating the right to asylum and refugee status | NUT 0 | Ministry of Interior | Refugees and asylum seekers | National | From 2009 | | It incorporates a special family reunification procedure that guarantees the right to life in the family of refugees or beneficiaries of subsidiary protection covered by the |

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| | | | international protection | | | | | | | | | provisions of Council Directive 2003/86 / EC, September 22, 2003 |
| 2 (2.1 to 2.9). 3 5 6 7.3. | Organic Law 2/2009 of December 11, reforming Organic Law 4/2000 of January 11, on the rights and freedoms of foreigners in Spain and their social integration | From 2009 onwards | Amended from Basic Law N°.4/2000 | This law included the rights of foreigners to assembly, association, unionization and strike; also, it regulated the collective management of hiring at origin, and situation of access to employment and social integration | NUT 0 | Ministry of Interior | All foreigners in Spain | National | From 2009 | | | |
| 2 (2.1 to 2.9) 3.1, 3.2 | Organic Law 14/2003, of November 20, about the rights and freedoms of foreigners in Spain and | From 2003 onwards | Amended from Law 4/2000, of January 11 | This law is about the rights and freedoms of foreigners in Spain and their social integration. Objectives: simplifying administrative procedures for foreigners in Spain, to determine types of visa | NUT 0 | Ministry of Interior | All foreigners in Spain | National | From 2003 | This legislative reform focused its efforts on controlling irregular immigration, although previous laws also tried. It also empowered the Directorate General of the Police to access the registration data | This law introduced for the first time in an immigration legislation on the dimension of domestic violence in the | |

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| and 3.7 | their social integration | | | and their effects, and to fight against the fraudulent use of administrative management procedures in this matter. Also, fight against undocumented immigration and human trafficking, and reinforce the procedures for the return of foreigners who not officially entered the country | | | | | | of foreigners (Padrón). Economically, it also regulated the employment of immigrants as an employee and the contingent of arrivals from countries of origin | foreign population |
| 3.7 | Order ESS / 1/2012, of January 5, which regulates the collective management of hiring at origin for 2012 | 2012 onwards (with several extensions until 2018, stopped in 2019, but extended newly in 2020) | | This regulation (Order) regulates the procedure for hiring seasonal workers or for work or service in the collective management of hiring at origin of non-EU foreign workers for 2012 | NUT 0 | Ministry of Employment and Social Security | Employers in Spain who wish to hire foreign workers who are not or reside in Spain | National | From 2012 | This Ministerial Order regulated the particularities of the procedure for hiring seasonal or work or service workers in the collective management of non-EU foreign workers hiring at origin" | The quotas for foreign workers approved in the contingent agreements are between 20,000 and 30,000 per year |
| 5.8 5.10 | National Strategy for the | 2019 onwards | It is justified by the increase in unemployment and | It seeks cohesion and social progress, covering the needs of citizens and | NUT 0 | Ministry of Health, Consumption | Population needed and especially | National | From 2019 | It tries to fight poverty, especially of the most vulnerable people such as | |

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| | Prevention and Fight against Poverty and Social Exclusion 2019-2023 | | the level of poverty in society | especially vulnerable groups in situations of poverty or exclusion (among which are immigrants) | | and Social Welfare | vulnerable groups in situations of poverty or exclusion | | | children and teenagers. It aims to create a minimum income system that allows living with dignity and favoring an increase in the net disposable income of households. The second goal refers to social investment in people: equitable and inclusive education, and priority attention in training and employment for vulnerable groups | |
| 5.8 5.9 5.10 | Minimum Insertion Income | 2020 onwards | Spain is among the countries of the European Union with a more unequal distribution of income between households. In Spain, 9.9 million people (21%) in 4 million households are at risk of poverty | It is intended to alleviate cases of extreme poverty in households and seeks to protect families that suddenly lose their source of income, whether they are natives or of foreign origin | NUT 0 | Ministry of Inclusion, Social Security and Migration | People between 23 and 65 years of age, or older than that age who are not beneficiaries of a retirement pension, mainly who live alone. It is a requirement to live in Spain and be in a situation of economic vulnerability | National | From 2020 | Almost a million applications received | |

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| 7.3 | Royal Decree-Law 16/2012, of April 20, on urgent measures to guarantee the sustainability of the National Health System and improve the quality and safety of its services | 2012 to 2018 (from 2019, the basic access to health is again extended to all foreign immigrants (documented and not documented) | Basic Law N°. 4/2000 of 11 th January on the rights, freedoms and social integration of foreigners | Article 12 of Organic Law 4/2000, of January 11, on the rights and freedoms of foreigners in Spain and their social integration is amended to restrict basic access to health only to documented immigrants | NUT 0 | The Ministry of Health, Social Services and Equality | Foreign immigrants (documented and not documented) | National | Measure taken between 2012 and 2018 | Restriction of the access to health to only documented (legal) foreign immigrants | |
| Org anis m 2 3 5 | Decree 185/2012, of July 17, the Government of Aragon approves the Regulations governing the Immigration Forum in Aragon | 2012 onwards | | This advisory body enables immigrants in Aragon to take part and be represented in devising social policies, as well as a powerful mechanism for debating and putting forward proposals on how to improve social policy management | NUT 2 | Government of Aragón (Department of Health, Social Welfare and Family) | Foreigners immigrants | Regional (Aragón) | Active from 2012 | The Forum has discussed the four major migration-related plans passed in Aragon in the last decades, all of which have been of a global, mainstreaming nature | |

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| 5.6 5.13 | Law N°. 4/2018, of 19 th April, on gender identity and expression and social equality and non-discrimination (the Trans Act) | 2018 onwards | This law includes measures to protect migrants and refugees | This Law aims to facilitate, for transsexual people, the process of developing socially in the gender to which they feel they belong. Legal recognition of the right to gender identity of any person, security and autonomy, free from exploitation, ill-treatment and all forms of discrimination and to the free development of his personality and personal abilities | NUT 2 | Government of Aragón | Total population | Regiona I (Aragón) | From 2018 | Social equality and non-discrimination among people | |
| 5.6 5.13 | Law N°. 18/2018, of 20 th December, on equality and comprehensive protection against discrimination on the grounds of sexual orientation and gender | 2018 onwards | This law includes measures to protect migrants and refugees | This law is on equality and comprehensive protection against discrimination on the grounds of sexual orientation and gender identity in Aragon (the LGBTBI Equality Act) | NUT 2 | Government of Aragón | Total population | Regiona I (Aragón) | From 2018 | Protection against discrimination on the grounds of sexual orientation and gender identity in Aragon (the LGBTBI Equality Act) | |

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| | identity in Aragon (the LGTBI Equality Act) | | | | | | | | | | |
| 1 | Organic Law 8/1985, of July 3, regulating the Right to Education | 1985 onwards (amended several times later, the last in 11/2020 with a New Law of Education) | | This law promotes programs specific learning methods for Spanish and the other co-official languages, in their case, as well as basic elements of culture to facilitate the integration of immigrant people | NUT 0 | The Ministry of Education | Total population | National | From 1985 | It has allowed many inmigrant population access to public and general education as the main element of social intregración | |
| 5.6 5.13 | 1 st Aragon Anti-rumour and Anti-Discrimination Strategy' | 2020 onwards | To fight false rumors and stereotypes about foreign immigrants | Actions and measures to prevent unfounded rumours, stereotypes or prejudices about the migrant population and cultural diversity | NUT 2 | Government of Aragón | Total population | Regiona l (Aragón) | From 2020 | This Strategy has guided actions and measures against false rumors, stereotypes or prejudices about the migrant population and cultural diversity | |
| 8 | The National Strategy for | Expected in 2021 | | These guidelines propose a Strategy of a global and transversal | NUT 0 | Government of Spain (Ministry of Territorial | Total population | National | From 2021? | It will try to combat the decline in birth rates, increased aging, and the | |

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| 9 | Demographic Change, | | | nature, with multidisciplinary perspective and coordinated between Ministries and Administrations, incorporating a demographic perspective in the analysis of sectoral actions. It aims to face depopulation and the imbalances of our population pyramid, and to manage the effects of the floating population | | Policy and Public Function; Government Commissioner for the Demographic Challenge) | | | | concentration of the population in urban areas | |
| 9 | 1 st and 2 nd Land Management Act (Ley de Ordenación del Territorio, LOTA). 1) Law 11/1992 of November 24. | I: 1992 to 2009 II: 2009 onwards | | It aims to promote sustainable development in the territory of Aragón, combining the management, protection and improvement of natural and cultural heritage with economic competitiveness, the social cohesion and demographic balance. Provides criteria and tools for the location of | NUT 2 | Government of Aragón | Territory of Aragón | Region I (Aragón) | I) From 1992 to 2009, and II) 2009 onwards | Give criteria for the best distribution of the population and economic activities in the region | |

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| | 2) Law N°. 4/2009 of June, 22 | | | infrastructures and population, fighting against the concentration of population and population gaps in rural areas | | | | | | | |
| 9.2 | EOTA: Aragon Territorial Planning Strategy. Decree 202/2014 | 2014 onwards | The EOTA considers the demographic problem and, specifically, the increasing depopulation in large areas of Aragon. It collects, among others, the 'Comprehensive Plan for Demographic Policy and Against Depopulation' (2001) | Instrument for territorial planning contemplated for the Planning of the Territory of Aragon, to design the model of use and transformation of the Aragonese territory in the short, medium and long term | NUT 2 | Government of Aragón | Territory of Aragón | Regiona l (Aragón) | 2014 onwards | The EOTA will establish guidelines for action (strategies and standards) for territorial agents that promote the territorial development of Aragon in a balanced and sustainable way: the improvement of factors that configure the quality of life of the inhabitants of a territory and that depend on the characteristics of the environment in which they live (territorial development factors) | |
| 9.2. 9.1 | Decree 165/2017 of October, 31. Special | 2017 onwards | | Objective: to achieve demographic balance as an essential condition for territorial development, | NUT 2 | Government of Aragón | Territory of Aragón | Regiona l (Aragón) | 2017 onwards | The Directive (guidelines) establishes up to 184 measures with 5 thematic axes -as concrete proposals- | |

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| | Directive on Demographic Policy Land Planning and against Depopulation | | | and a balanced and sustainable development of the Aragonese territory. Also, to try to overcome the limitations that the demographic characteristics of Aragon impose on its territorial development. | | | | | | to improve the demographic situation of Aragon and the conditions of the rural areas in Aragón, avoiding discrimination between territories | |
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SWEDEN

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|--|--|-------------------------|---------------------------------------|--|-----------------------|-----------------------------|-----------------|-------------------|-------------------------|----------------------|---------------------------------|
| Admission policies | | | | | | | | | | | |
| Conditions for entering, staying and working in Sweden | Aliens Act 2005:716 (<i>Utlänningslagen</i>) | 2006 | | Regulates right of residence, protection, work permits, refusal of entry | National | Ministry of Justice | Immigrants | State | National | | |
| Conditions for entering, staying and working in Sweden | Aliens Act Ordinance 2006:97 (<i>Utlänningsförordningen</i>) | 2006 | | | National | Ministry of Justice | Immigrants | State | National | | |

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| Residency/ Family reunifica- tion | Temporary Limitations to The Possibility of Being Granted a Residence Permit in Sweden Act 2016:752 <i>(lag om tillfälliga begränsningar)</i> | 2016 (in force until July 2021) | Response to rise in number of asylum seekers in 2015, limiting rights of refugees | Right to residency and family reunifica- tion | National | Swedish Migration Agency | Asylum seekers; persons who want to reunite with family members in Sweden | State | National | More difficult to qualify for family reunification and permanent residency | More stringent require- ments |
| Reception | | | | | | | | | | | |
| Reception | Reception of Asylum Seekers and Others (LMA) Act 1994:137 <i>(lag om mottagande av asylsökande)</i> | 1994 | | | National | Ministry of Justice | Immigrants | State | National | | |
| Reception | Reception of Asylum Seekers and Others Ordinance 1994:361 <i>(förordningen om mottagande av asylsökande)</i> | 1994 | | | National | Ministry of Justice | Immigrants | State | National | | |



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| Reception | State Compensation For Initiatives For Certain Foreigners 2010:1122 (<i>statlig ersättning för insatser för vissa utlänningar</i>) | 2010 | | Fund initiatives for foreigners | National | State | Municipalities | State | National / local | | |
| Compensation for asylum seekers | State Compensation For Asylum Seekers etc. (2017:193) (<i>statlig ersättning för asylsökande m.fl.</i>) | 2017 | | Compensate asylum seekers | National | Swedish Migration Agency | Municipalities | State | National / local | | |
| Compensation for asylum seekers | Swedish Migration Agency regulations for compensations for asylum seekers MIGRFS 2020:7 (<i>Migrationsverkets föreskrifter om statlig ersättning för asylsökande m.fl.</i>) | 2020 | | Compensate municipalities | National | Swedish Migration Agency | Municipalities | State | National / local | | |
| Housing | | | | | | | | | | | |

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|---------|--|------|--|---|----------|--|---|-------|-------|---|--|
| Housing | Reception of Asylum Seekers and Others Act (1994:137) (<i>lagen om mottagande av asylsökande</i>) | 1994 | Allow asylum seekers to find their own housing | | National | Swedish Migration Agency | | State | Local | Asylum seekers are over-represented in low-income areas | |
| Housing | Own Housing Proposition 2019/20:10 (<i>eget boende</i>) | 2020 | The Swedish Migration Agency places permit holders in municipalities | | National | Swedish Migration Agency | Asylum seekers | State | Local | Revision of Law 1994:137, trying to reduce residential segregation | Many asylum seekers and refugees settle in Sweden's three largest cities |
| Housing | Reception of Certain New arrivals Act 2016:38 (<i>mottagande av vissa nyanlända invandrare för bosättning</i>) | 2016 | Long wait times for permit holders to be settled in municipalities | Legislate the reception and housing of residence permit holders | National | Swedish Migration Agency/ County Administrative Boards/ Municipalities | Resident permit holders who have applied for asylum | State | Local | Municipalities are required to settle permit holders within two months of being granted residency | |

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|------------------------------------|--|------|--|---|------------------|--|---|------------------------------------|------------------|---|---|
| Housing | Regulation On The Reception Of Certain New Arrivals Act 2016:39 (<i>mottagande av vissa nyanlända invandrare för bosättning</i>) | 2016 | Long wait times for permit holders to be settled in municipalities | Legislate the reception and housing of residence permit holders | National | Swedish Migration Agency/ County Administrative Boards/ Municipalities | Resident permit holders who have applied for asylum | State | Local | Municipalities are required to settle permit holders within two months of being granted residency | Social dumping – affluent municipalities resettle refugees in poorer municipalities |
| Housing | Distribution Of Allocations To Municipalities 2016:40 (<i>fördelning av anvisningar till kommuner</i>) | 2016 | Long wait times for permit holders to be settled in municipalities | Legislate the reception and housing of residence permit holders | National | Swedish Migration Agency/ County Administrative Boards/ Municipalities | Resident permit holders who have applied for asylum | State | Local | Municipalities are required to settle permit holders within two months of being granted residency | |
| Establishment and education | | | | | | | | | | | |
| Education | Education Act 2010:800 (<i>skollagen</i>) | 2010 | Access to education: right to | | National / local | Ministry of Education and Research / | Children/ students/ adults | Ministry of Education and Research | National / local | Grant migrants access to | |



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|---------------------------------------|--|------|----------------------------|---|----------|--|---|------------------------------------|------------------|--|--|
| | | | education in mother tongue | | | Institutions of higher education/ Municipalities | | | | municipal adult education; youth have access to establishment programs in high schools | |
| Adult education | Ordinance on Adult Education (2011:1108) | 2011 | | | National | Ministry of Education and Research | Adult immigrants | Ministry of Education and Research | National / local | Grant all legal residents access to language training | |
| Education of newly arrived pupils | Proposition 2014/15:45 | 2014 | | | National | Ministry of Education and Research | Adult immigrants | Ministry of Education and Research | National / local | | |
| Compulsory education for new arrivals | Law 2017:584 Responsibility For Establishment Initiatives For Certain New Arrivals (<i>ansvar för etableringsinsatser för</i> | 2018 | | Require new arrivals to participate in education - to improve | National | Swedish Employment Services | Participants in the establishment program | Swedish Employment Service | Local | | |

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| | <i>vissa nyanlända invandrare)</i> | | | matching and | | | | | | | |
| Compensation for new arrivals | Regulation 2017:819 Compensation For Participants In Labor Market Preparation Initiatives (<i>ersättning till deltagare i arbetsmarknadspolitiska insatser</i>) | 2017 | | | National | State | New arrivals | State | National / local | | |
| Establishment initiatives | Regulation 2017:820 Establishment Initiatives For Certain New Arrivals (<i>ersättning till deltagare i arbetsmarknadspolitiska insatser</i>) | 2017 | | | National | State | New arrivals | State | National / local | | |
| Early initiatives for asylum seekers | Ordinance For County Administrative Boards Regarding Initiatives For Asylum Seekers And Certain Newly Arrived Immigrants (<i>tidiga</i>) | 2016 | | Promote knowledge of Swedish language; knowledge about | National | County administrative boards/ civil society actors/ adult education/ | Asylum seekers | County administrative boards | Local | Provide meaningful activities to asylum seekers during the | |



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|---------------------------|--|--|--|---|---------------|--|---|-------|------------------|--|--|
| | <i>insatser för asylsökande)</i> | | | Swedish society and the labor market; health | | Swedish Migration Agency (provides data on immigrants) | | | | wait time for a decision on the asylum claim | |
| Employment | | | | | | | | | | | |
| Establishment of refugees | Act On Establishment Initiatives For Certain Newly Arrived Immigrants (2010:197) | 2010 | | Prepare refugees for the labor market or continuing education | National | Swedish Employment Service | Refugees and other persons in need of humanitarian protection | State | Local | | |
| Children | | | | | | | | | | | |
| Children's rights | UN Convention of the Rights of the Child | Ratified 1990; Swedish law Jan 1 st | | Secure children's rights without discrimination of any | International | | Children under the age of 18 | N/A | National / local | | |



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| | | 2020 (Prop 2017/ 18:186) | | kind, and secure that the best interests of the child shall be a primary consideratio n | | | | | | | |
| Children's rights in the asylum process | UNHCR, Guidelines on Policies and Procedures in Dealing with Unaccompanied Children Seeking Asylum, Genève, 1997 | 1997 | The United Nations Convention Related to the Status of Refugees includes people of all ages, but has often been interpreted from an adult perspective. The UNHCR guidelines emphasizes | Highlight children's special rights and needs for protection in the asylum process. | Internati onal | Children under the age of 18 | State | National | | | |



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| | | | the child perspective | | | | | | | | |
| Children's rights in the asylum process | The Swedish Migration Agency's Children's Policy | 2011 | Coordination of all children's issues decided on by the Swedish Migration Board | Strengthen children's rights in all decisions and actions that the agency is responsible for. | National | | Children under the age of 18 | State | National | | |
| Children's rights | Law (1993:335) on the Ombudsman for Children | 1993 | Implementation of the UN Convention on the Rights of the Child in all municipalities, county councils/ regions and government agencies | Government agency representing childrens' rights and interests on the basis of the UN Convention on the | National | Ministry of employment | Children under the age of 18 | State | National / local | | |



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| | | | | Rights of the Child | | | | | | |
| Unaccompanied minors' right to a guardian | Act on Guardians for Unaccompanied Minors (SFS 2005:429) (<i>lagen om god man för ensamkommande barn</i>) | 2005 | | | National | Ministry of justice | Unaccompanied asylum-seeking children under the age of 18 who are unaccompanied | State | National / local | Custodians take on legal guardianship in the parents' absence to secure the rights of the child |
| Unaccompanied children | Proposition 2005/06 Reception Of Unaccompanied Children (<i>mottagande av ensamkommande barn</i>) | 2005 | | | National | Swedish Migration Agency | | State | National / local | |
| Anti-discrimination | | | | | | | | | | |
| Discrimination | Discrimination Act (2008:567) | 2009 | | Combat discrimination, promote | National | Ministry of Education and Research | | State | Local | |

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|-----------------------------------|---|------|--|---|----------|---------------------------------------|--|-------|-----------------|--|--|
| | | | | equal rights and opportunities | | | | | | | |
| Discrimination | Amendment to the Discrimination Act SFS 2014:958 | | | Combat discrimination, promote equal rights and opportunities | National | Ministry of Education and Research | | State | Local | | |
| Health and social services | | | | | | | | | | | |
| Health | Health and Medical Services Act 1982:783 (<i>hälsa och sjukvårdslag</i>) | 1982 | | Legislate healthcare in Sweden | National | Ministry of Health and Social Affairs | | State | National /local | | |
| Health | State Compensation For Healthcare For Asylum Seekers 1996:1357 (<i>statlig ersättning för hälso- och sjukvård till asylsökande</i>) | 1997 | | State compensation for healthcare for asylum seekers | National | Ministry of Justice | | State | National /local | | |



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| Health | Law On Health Care For Asylum Seekers 2008:344 (<i>hälsa- och sjukvård åt asylsökande</i>) | 2008 | | Responsibility to provide healthcare for asylum seekers | National | Ministry of Justice | | State | National /local | | |
| Social services | Law on Social Services 2001:453 (<i>socialtjänstlagen</i>) | 2002 | | Provision of social services | National | Ministry of Health and Social Affairs | | State | National /local | | |
| Social services | Regulations for Social Services 2001:937 (<i>socialtjänstföordningen</i>) | 2002 | | Provision of social services | National | Ministry of Health and Social Affairs | | State | National /local | | |

TURKEY

| THEME | POLICY NAME | YEARS OF IMPLEMENTATION | HISTORY & ORIGINATING DYNAMICS OF THE POLICY | SUBSTANCE: PURPOSE AND AIMS | COVERAGE (NUTS LEVEL) | LEADING AND MANAGING ACTORS | ACTORS TARGETED | FUNDING MECHANISM | LEVEL OF IMPLEMENTATION | OUTCOMES AND EFFECTS | CONDITIONS SHAPING THE OUTCOMES |
|-----------------------------|---|--|--|---|-----------------------|--|---|-------------------|-------------------------|---|---------------------------------|
| 2.1 2.2. 2.3., 2.4 | Constitution of the Republic of Turkey | 1982 - (Main Amendment s: Act No. 4121 of 995; Act No. 4709 of 2001; Act No. 5170 of 2004; Act No. 5982 of 2010; Act No. 6771 of 2017) | Art. 42: "No one shall be deprived of the right to education." Art. 49: "Everyone has the right and duty to work." Art. 60: "Everyone has the right to social security." | Universality of social and labour rights. | NUTS 0 | All state actors and individuals | All nationals and non-nationals | National | ACTIVE | | |
| 2.1 2.4 | Social Insurance and General Health Insurance Act No. 5510 of 2006, entered into force in 2008. | 2008 - onwards (Main Amendment s: Act No. 5754 of 2008; Act No. 6458 of 2013 - | Foreigners who work under a contract of employment or who engage in an occupational activity in an independent manner, are covered by the compulsory insurance system. | Determines the rights of beneficiaries and provides for general rules for the functioning of the insurance system and funding conditions. Also contains provisions on employers and workplaces, | NUTS 0 | Ministry of Family, Labor and Social Services; Social Security Institution | Foreign Residents and migrants under the protection of the Law on Foreigners and International Protection | National | ACTIVE | The equality between nationals and non-nationals in respect of social security rights | |

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| | | | The new version of the Act aiming at creating unified health insurance covers most of the population in Turkey, including foreign residents who do not have social security coverage in their home countries and, with an amendment adopted in 2013, those under the protection of the Law on Foreigners and International Protection excluding the unregistered migrants | short-term and long-term insurances. | | | | | | Access to health care for especially Syrian immigrants who fled to Turkey since 2011. | |
| 2.1 | Regulation No. 2011/1377 on the Center for Disaster and Emergency Management | 2011-2013 | At first stage, with the arrival of Syrian refugees, since the stay of Syrians was assumed as a temporary situation, the issue was handled in terms of an emergency and the Regulation was issued to affirm that Disaster and Emergency Management Presidency (AFAD) was the initial authority responsible of regulating all emergency services. | In relation to the effective realization of national and local response to disasters and emergencies occurring at home and abroad and related preparatory activities, the Regulation aims to determine the principles regarding the establishment, duties and responsibilities of the AFAD and, disaster and | NUTS 0 | Disaster and Emergency Management Presidency | Nationals and international migrants | National | ACTIVE | Giving the initial authority to the AFAD of regulating all services for Syrian migrants. | |

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| | | | | emergency management centers as well as the coordination and cooperation between them. | | | | | | | |
| 2.1 | AFAD Circular, 2013/1 No. 374, 18.01.2013 | 2013 | With the increase of Syrian refugees living outside the camps, the need to make new arrangements arose. | To expand Syrians' access to the health services in the eleven provinces bordering Syria (Hatay, Osmaniye, Kilis, Kahramanmaraş, Gaziantep, Şanlıurfa, Adiyaman, Adana, Mersin, Malatya, Batman) | NUTS 0 | Disaster and Emergency Management Presidency | Syrians | National | CLOSED | Syrians' access to health services was provided out of the camps. | |
| 2.1 | General Circular 2013/8 No. 12816 on Health and Other Services of Syrian Guests, 09.09.2013 | 2013 | With the increase of Syrian population living throughout Turkey | To broaden the access to health care services for Syrians in all 81 provinces in Turkey | NUTS 0 | Disaster and Emergency Management Presidency | Syrians | National | CLOSED | Syrians' access to health services was provided throughout the country. | Refusal to recognize the circular and demand payments to cover health care as well as overworked and exhausted hospital workers especially in locations |

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|--------------------------|--|--------------|--|---|--------|--|------------|----------|---------------------------|---|----------------------------|
| | | | | | | | | | | | close to the Syrian border |
| 2.4. | Act No. 4817 on Work Permits for Foreigners | 2003-2016 | The increasing number of economic migrants | To regulate foreigners' access to the labor market through work permit regime. | NUTS 0 | Ministry of Labour and Social Security | Foreigners | National | Repealed by Act No. 6458. | The Act established a unified system of work permit and all related administrative procedures. | |
| 2.1 2.2 2.3 2.4 | Act No. 6458 on Foreigners and International Protection (AFIP) of 4/4/2013 | 2014-onwards | Geographical and temporal limitations of the concept of "refugee" in the Geneva Convention reveal the need for regulating the international protection statuses. So, the status of the Syrians and their social rights had to be rearranged. | To regulate the principles and procedures with regard to foreigners' entry into, stay in and exit from Turkey, and the scope and implementation of the protection to be provided for foreigners who seek protection from Turkey, and the establishment, duties, mandate and responsibilities of the Directorate General of Migration Management | NUTS 0 | Ministry of Interior; DGMM | Foreigners | National | ACTIVE | The Law establishes a legal framework for all persons in need of international protection in Turkey and affirms Turkey's obligations towards. | |

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| | | | | (DGMM) under the Ministry of Interior. | | | | | | | |
| 2.1. 2.2 2.3 2.4 | Directorate General for Migration Management (DGMM) | 2013-onwards | DGMM was established with the Law No. 6458 on AFIP. Article 103 of Law no 6458 governs the establishment of the Directorate General. | To implement policies and strategies related to migration; ensure coordination between the related agencies and organizations in these matters; carry out the tasks and procedures related to foreigners' entry into, stay in, exit and removal from Turkey, international protection, temporary protection and protection of victims of human trafficking. | NUTS 0 | Ministry of Interior | of Foreigners and migrants under international protection, those under temporary protection. | National | ACTIVE | the leading administrative body in charge of migration management | |

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| 2.1 2.2 2.3 2.4 | Temporary Protection Regulation (TPR) | 2014-onwards | The AFIP does not specify the case of Syrians, but Article 91 introduced a legal basis to the adaption of temporary protection status which applies to migrants arriving from Syria. | To determine the procedures and principles pertaining to temporary protection proceedings; to determine proceedings related to their reception to Turkey, their stay in Turkey, their rights and obligations; and the provisions related to the cooperation between national and international organizations under Article 91 of the Law No. 6458 on LFIP | NUTS o | The Ministry of Interior, DGMM | Syrians under temporary protection | National | ACTIVE | Forming the current legal protection regime for the foreigners, including Syrians who were forced to leave their countries and are unable to return to their countries | |
| 2.1 | Directive No 2875 of 25.03.2015; Directive No. 9648 and dated 04.11.2015 on the Principles on Providing Healthcare Services to People under | 2015-onwards | The implementation of TPR | To determine the principles of health services to those under temporary protection status. | NUTS o | The Ministry of Health | Syrians under temporary protection | National | ACTIVE | Syrians have access to different level healthcare services. | Syrians under temporary protection and living outside the camps can go to healthcare institutions only in the city of residence where they are registered. |

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| | Temporary Protection | | | | | | | | | | |
| 2.1 | Regulation No. 29258 on the Public Health Center and Related Units | 2015-onwards | Due to the system based on the long-term residence, already-existing Public Health Centers and Family Health Centers were essentially insufficient for irregular migrants and asylum seekers who frequently had to change their residence places. | To establish Migrant Health Centers (MHC) as an additional unit to public health centers | NUTS 0 | Ministry of Health | Syrians under temporary protection | National | ACTIVE | Establishment of to serve 4,000-7,000 Syrians in places where Syrians under temporary protection live collectively. | Language barriers; distance to the rural areas |
| 2.4 | Act No. 6735 on International Labour Force | 2016-onwards | The need for a holistic approach to migration and migration management. | To determine and monitor the international migration of labour; to regulate the procedures for the issue of work permits and work permit exemptions; rights and obligations of foreigners in the labour market. | NUTS 0 | Ministry of Family, Labor and Social Services | All migrants | National | ACTIVE | | |

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| 2.4 | Regulation on Work Permits of Foreigners under Temporary Protection | 2016-onwards | The increasing need for the procedures in granting work permits to Syrian migrants. | To determine the procedures and principles related to the work permits of those under temporary protection status. | NUTS 0 | Ministry of Family, Labour and Social Services | Syrians under temporary protection status | National | ACTIVE | | |
| 2.4.2.1 | SIHHAT (the EU-funded health project titled “Improving the health status of the Syrian population under temporary protection and related services provided by Turkish authorities”) | January 2016 (duration of 36 months) | The EU has been funding partners on the ground in response to the refugee crisis since 2011. The project is funded under the Facility for Refugees in Turkey. | To strengthen the provision of primary and secondary healthcare services to Syrian refugees under temporary protection in Turkey, ultimately improving their health status | NUTS 0 | The EU Delegation to Turkey, Ministry of Health | refugees and host communities across the country | European | ACTIVE | <p>Within the scope of the project, as of October 2020, 178 migrant health centers provide services. As of 31 March 2020,</p> <ul style="list-style-type: none"> - 708 doctors, 966 nurses/ midwives; - 11 psychologists, 11 social workers, 13 technicians, 1,144 patient referral guides and 407 support staff, all including Syrians, have been employed; - 10 Community Mental Health Centers have also been opened in provinces with the highest or intensive Syrian refugee population. - Medical equipment support and mobile health services such as cancer screening are also provided. | |

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| 2.1 | Refugee Health Programme | ...-onwards | From the Country Office in Turkey, WHO has financed the project | To provide culturally and linguistically sensitive health services to Syrian refugees | NUTS o | WHO, Ministry of Health | Syrians | Internati onal | ACTIVE | WHO notifies that almost 2000 Syrian health workers have been trained in 7 refugee health training centers to work in a network of up to 178 refugee health centers throughout Turkey. | |
| 2.2 | Temporary Education Centers | | The first wave of Syrian refugees arriving Turkey and socio-political discourse of temporariness | To provide education to refugee children with the reason behind that Syrian children are able to reintegrate their regular education once returned to Syria | NUTS o | Ministry of National Education (MoNE), NGOs | Syrians | Local and internati onal NGOs | CLOSED | | |
| 2.2 | Circular entitled 'Education services for the Syrians under temporary protection' on 16 September 2013 | 2013 | | To regulate and standardize educational facilities for Syrian refugee children in and out of the camps | NUTS o | Ministry of National Education, provincial education authorities | Syrians | | ACTIVE | The education services to be provided for Syrians is coordinated and monitored only by MoNE and the staff is appointed by MoNE locally, in an effort to control the unlawful Syrian schools proliferating. The pprovincial education authorities started taking action in terms of meeting the education needs of Syrian refugees. | |

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| 2.2 | Circular No. 2014/21 on “Education and Training Services for Foreigners” on 23 September 2014 | 2014 | The TPR regulates education-related issues in Art. 28 through which education is defined as a right for those under temporary protection and the MoNE is authorized to coordinate and audit policies. | To set the standards for educational services to be offered to Syrians | NUTS o | Ministry of National Education | Foreigners, Syrians under temporary protection | | ACTIVE | Eliminating the barriers in front of the foreigners in accessing formal and non-formal education services. In 2015, MoNE gradually started to encourage Syrian children to enroll in Turkish public schools. | |
| 2.2 | The Department of Migration and Emergency Education | 2016-onwards | It established within the MoNE Directorate General of Life-Long Learning | To coordinate and respond the education needs of Syrians | NUTS o | | Syrians under temporary protection | | ACTIVE | | |
| 2.2 | Early Childhood Education Programme | | Turkey-UNICEF Country Programme | To provide students to benefit from preschool education | NUTS o | UNICEF, Ministry of National Education | Turkish and refugee children | UNICEF | ACTIVE | The programme, including a ten-week summer school programme, reached 16,429 Turkish and refugee children in 2018. | |
| 2.2 | Remedial Education Programme | | Turkey-UNICEF Country Programme | To support the children who are unable to reach expected 3rd and 4th grade basic literacy and numeracy learning achievement levels | NUTS o | UNICEF, Ministry of National Education | Turkish and refugee children | UNICEF | ACTIVE | A total of 87,003 children including 7,684 refugees benefited from the Programme in 2018. | |

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| 2.2 | Accelerated Learning Programme (ALP) | 2018-onwards | Turkey-UNICEF Country Programme; it is implemented in Public Education Centers (PECs) | To providing a second chance to out-of-school refugee children aged 10-18 | NUTS o | UNICEF, Ministry of National Education | Syrian children and adolescents | UNICEF | ACTIVE | The ALP has been implemented in 12 provinces in 76 PECs (Adana, Ankara, Bursa, Gaziantep, Hatay, Kilis, Konya, Mersin, Şanlıurfa). By October 2019, 16,176 children have benefited from the programme. |
| 2.2 | PIKTES (The Project on Promoting Integration of Syrian Children into the Turkish Education System) | 2016-2021 | The direct EU grant within the scope of the Facility for Refugees in Turkey (FRIT) agreement | To support MoNE in its efforts to increase integration of Syrian children and access to quality education, the project has an overall objective of increasing the enrolment and attendance rates of Syrian children and youth in quality formal education. | NUTS o | Ministry of National Education | Syrian children | European Union | ACTIVE | Within the large scope of the project, the supports are provided to the children, to the families, to the schools in a variety of forms as well as cross-cutting services such as social cohesion activities. It is in operation in 26 provinces. |
| 2.2 | The Conditional Cash Transfer for Education (CCTE) | 2003-onwards (extended in 2017) | It is a national social assistance program implemented by the Ministry of Family, Labour and Social Services since 2003 and was extended to Syrian and other refugee families in mid-2017. | To encourage enrolment and improve school attendance of children | NUTS o | The Ministry of Family, Labour and Social Services, the Ministry of National Education, the Turkish Red Crescent, UNICEF | Nationals, Syrians and other refugees | ECHO, the Government of Norway, the United States | ACTIVE | The families receive cash support every two months through Kızılaykarts on the condition that the child has attended school regularly. As of August 2020, the total number of beneficiary students are 624,553. |

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| 2.2 | Public Education Centers (PECs) | 2014-onwards (for foreigners) | PECs were actually founded at the beginning of the Republic as a national initiative to teach reading and writing and republican values. Under the MoNE Lifelong Learning Department, as of 2014, these centers started to offer for foreigners. | To provide free of charge language education courses as well as vocational courses | NUTS o | Ministry of National Education, Provincial Directorate of National Education | Nationals and foreigners including Syrians | National | ACTIVE | Between 2015 and first ten months of 2019, a total of 348.665 Syrians, including children and adults, under temporary protection benefited from these language courses. | capacity, duration of the courses, waiting times between courses |
| 2.2 | Türkiye Scholarship Programme | 2015-2016 | | higher education scholarship | NUTS o | Presidency of Turks Abroad and Related Communities (YTB) | students coming mostly from the developing world, including Syrians | National | ACTIVE | The students are provided with 1-year Turkish training, monthly scholarship, education fee, accommodation and transportation assistance. Number of Syrian students awarded with this scholarships in 2015-2016 period is 1.148 | |
| 2.2 | DAFI (Scholarship program of Albert Einstein German Academic Refugee Initiative) | 2015-2016 | | higher education scholarship | NUTS o | YTB, UNHCR | Syrian students | National , international | CLOSED | It reached 82 together with 70 applicants awarded with a scholarship in the period of 2015-2016. | |

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| 2.2 | IPA scholarships | | within the scope of EU-Turkey financial cooperation, as one of the components of the Instruments for Pre-Accession Assistance | higher education scholarship | NUTS o | YTB | Syrian students | European Union | ACTIVE | It has provided to Syrian students who are having formal education at the level of bachelor degree at the state universities in Turkey. 1.600 Syrian students benefited in 2014-2015 academic year. | |
| 2.2 | Opportunities for Lives | 2018-2020 | | To deliver vocational training to the groups between the ages of 14-29 | NUTS o | International Labor Organization (ILO), Directorate-General for International Labour Force of the Ministry of Family, Labour and Social Services, IOM | Turkish citizens and Syrians under temporary protection | European Union | ACTIVE | It delivers vocational, entrepreneurship and awareness training and promoting entrepreneurship through incentives. The target provinces are Ankara, Istanbul, Bursa, Konya, Gaziantep, Şanlıurfa, Adana, Mersin and Hatay. It has been planning to reach out 13,000 Syrians under temporary protection, 5,000 Turkish citizens, 350 public officials from relevant agencies, 500 representatives and 500 businesses from workers' and employers' organizations as social partners. | |
| 2.3 | Emergency Social Safety Net (ESSN) | 2016 | In November 2015, the Facility for Refugees in Turkey (FRiT), is established by the EC and it envisioned a comprehensive assistance with a budget of 1.4 | A multi-purpose cash transfer program for vulnerable refugees living outside of the camps | NUTS o | International Federation of Red Cross and Red Crescent Societies (IFRC), | Syrians under temporary protection | European Union | ACTIVE | Each eligible family supported by the ESSN receives a debit card, called Kizilaykart, loaded | still provided in sense of emergency support |



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| | | | billions euros for humanitarian needs and a further 1.6 billion euros for longer term structural support. Under this Facility, the ESSN was launched in November 2016 as a single humanitarian aid project in the history of the EU to date | across Turkey to cover their basic needs | | Turkish Red Crescent (TRC); Ministry of Family, Labor and Social Services | | | | monthly with 120 Turkish Liras for each household. | |
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UNITED KINGDOM & SCOTLAND

MIGRATION POLICY

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| THEME | Migration policy | Migration policy | Migration policy |
| POLICY NAME | EU free movement | Tier Points-Based Immigration System | EU Settlement Scheme |
| YEARS OF IMPLEMENTATION | 1973 - December 31st 2020 | 2008 - | 30 March 2019 - December 31st 2020 (after this date EU migrants will enter through PBIS) |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | Part of the “four freedoms” of the single market (Free movement of goods, capital, freedom to establish and provide services, free movement of persons) REGULATION (EEC) N. 1612/68 OF THE COUNCIL on freedom of movement for workers within the Community (1968) | 2005, New five years’ strategy for asylum and immigration under Labour government. “Controlling Our Borders: Making Migration Work for Britain” | After Brexit, need of defining the position of EU citizens arrived in UK with the Free movement policy and currently living in the country |
| SUBSTANCE: PURPOSE AND AIMS | EU citizens are entitled to: <ul style="list-style-type: none"> • look for a job in another EU country + other EEA countries and UK • work there without needing a work permit • reside there for that purpose • stay there even after employment has finished | Identifying and attracting “migrants who have most to contribute to the UK” as well as having “a more efficient, transparent and objective application process” and “improve compliance and reduce scope for abuse”. “These will help deliver high-level | The EU Settlement Scheme (EUSS) enables resident EU, other EEA and Swiss citizens, and their family members, to obtain a UK immigration status and continue living and working in the UK after 30 June 2021: <ul style="list-style-type: none"> • work in the UK • use the NHS for free, if you can at the moment |



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| | enjoy equal treatment with nationals in access to employment, working conditions and all other social and tax advantages | benefits for the UK including increased economic competitiveness and cultural exchange” ¹³⁵ | <ul style="list-style-type: none"> enroll in education or continue studying access public funds such as benefits and pensions travel in and out of the UK |
| COVERAGE | NUTS o | NUTS o | NUTS o |
| LEADING AND MANAGING ACTORS | European Union | UK Home Office | UK Home Office |
| ACTORS TARGETED | <ul style="list-style-type: none"> EU citizen + other EEA countries citizens | <ul style="list-style-type: none"> Tier 1 highly-skilled workers Tier 2 skilled workers with job offers. A Shortage Occupation List defines jobs in short supply in the UK (and Scotland), these jobs can be filled by migrants under the Tier 2 route more easily than others. Tier 3 low-skilled workers to fill specific labour shortages. Never implemented as all non-UK low-skilled labour requirements has been met by EU workers Tiers 4 Students Tier 5 Youth and temporary: people coming to UK to satisfy primarily non-economic goals | EU citizen + other EEA countries citizens |
| FUNDING MECHANISM | | | |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented – except for the Tier 3 | Implemented |

¹³⁵ A Points-Based System: Making Migration Work for Britain, Home Department, March 2006, p.1.



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| <p>OUTCOMES AND EFFECTS</p> | <p>3.7 millions of EU citizen living in UK in 2019 (300.000 Irish) – 234.000 in Scotland (ONS estimation 2020)</p> | <p>Highly skilled and potential healthier migrants are more likely of being allowed into UK; Regional differences in wages;</p> <p>initially points were awarded on the basis of the characteristics of the applicants e.g. qualifications, age, pay etc. More desirable migrants were awarded more points, the system has evolved away from points towards requirements e.g. graduate job, minimum pay threshold.</p> <ul style="list-style-type: none"> - work-related migrants and students must have a sponsor; - sponsor requires a licence; - migrants must obtain a Certificate of Sponsorship (CoS - a form of work permit); - | <p>3,612,400 EUSS applications received, of whom 6,300 were Irish (Irish are protected separately by the Common Travel Area arrangements), and 189,800 were the non-EU family members of EU citizens.</p> <p>92% (3,319,000) had been concluded, of which: 57% (1,907,500) conferred settled status, and 41% (1,367,500) pre-settled status</p> <p>1% of applications were not granted status¹³⁶</p> |
| <p>CONDITIONS SHAPING THE OUTCOMES</p> | <p>Brexit: 31st End of EU free movement to UK</p> | <p>Presence of a large share of EU workers coming outside this scheme until December 31st 2020</p> | <p>Covid pandemic effects on EU migrants' decisions of remaining and leave</p> |

¹³⁶ P. W. Walsh, 2020, *Migrant Settlement in the UK. Briefing*, The Migration Observatory at the University of Oxford, <https://migrationobservatory.ox.ac.uk/wp-content/uploads/2017/04/Briefing-Migrant-Settlement-in-the-UK.pdf>



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| THEME | Migration policy | Migration policy | Migration policy |
| POLICY NAME | Asylum policy | Syrian Vulnerable Person Resettlement Programme (SVPRP) | Vulnerable Children's Resettlement Scheme (VCRS) |
| YEARS OF IMPLEMENTATION | 2012 - | September 2015 to March 2020 ¹³⁷ (suspension due to Covid pandemic - HO announced it will reopen in 2021 until the 20.000 quota ¹³⁸) | 2016 - 2020 |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | <p>2016 Immigration Act</p> <p>2014 Immigration Act</p> <p>2012 Home Office hostile environment policy</p> <p>2006 "Tipping the balance" target, Tony Blair</p> <p>2002: <i>Secure Borders, Safe Haven</i> (White Paper, Securing the borders, notably with France)</p> <p>2002 Nationality, Immigration and Asylum act (dropped as it breached Article 3 of the European</p> | Syrian Conflict (2011 - ongoing) | Syrian Conflict (2011 - ongoing) |

¹³⁷ From 2020 the Conservative Government plans to consolidate the VPRS, the VCRS and the Gateway schemes into one 'global resettlement scheme'.

¹³⁸ Gower M., *Refugee Resettlement in the UK: recent developments*, House of the Common Library, Number 9017, 2 October 2020



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| | <p>Convention on Human Rights according to the European Court 2004)</p> <p>1999 Immigration and Asylum Act</p> <p>1998 <i>Fairer, Faster and Firmer</i> (White Paper, Minimising the incentive to “economic migration” through asylum system)</p> <p>1993 and 1996 Asylum and immigration act (Restrictive legislation toward asylum seekers enter and access to welfare)¹³⁹</p> <p>1987 Carriers Liability Act (Carriers liable for travelers without documents)</p> <p>1980 British Immigration Rules (Asylum Seekers need a visa to enter)</p> <p>1971 Immigration Act</p> <p>1953 Ratification of the UN 1951 Refugee convention</p> | | |
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¹³⁹ Schuster L., Solomos J. (1999) The politics of refugee and asylum policies in Britain: historical patterns and contemporary realities. In: Bloch A., Levy C. (eds) Refugees, Citizenship and Social Policy in Europe. Palgrave Macmillan, London



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| <p>SUBSTANCE: PURPOSE AND AIMS</p> | <p>Asylum regulation – entry and access to welfare</p> | <p>Resettle 20 000 Syrian refugees from refugee camps in Jordan, Lebanon, Iraq, Egypt and Turkey by 2020. Resettlement schemes purposefully targets those in greatest need of assistance, they are not selective on the basis of employability or integration potential.</p> | <p>Resettlement of 3,000 vulnerable and refugee children and their families offer a safe and legal route to the UK for the most vulnerable refugees. The scheme is aimed at children at a high risk of harm and exploitation along with their families, identified by the United Nations in refugee camps and other unsafe environments across the Middle East and North Africa.</p> <p>Resettlement schemes purposefully targets those in greatest need of assistance, they are not selective on the basis of employability or integration potential.</p> |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS o</p> | <p>NUTS o</p> | <p>NUTS o</p> |
| <p>LEADING AND MANAGING ACTORS</p> | <p>UK Home Office</p> | <p>UNHCR, UK Home Office, Local Government and NGOs</p> | <p>UNHCR, UK Home Office, Local Government and NGOs</p> |
| <p>ACTORS TARGETED</p> | <p>Asylum seekers</p> | <p>Syrian refugees designated as particularly vulnerable by the UNHCR</p> | <p>Children and their families of any nationality who are in either Egypt, Iraq, Jordan, Lebanon or Turkey.</p> |
| <p>FUNDING MECHANISM</p> | <p>Home Office – Home Office Official Development Assistance (ODA) budget £563,750,000</p> | <p>Home Office – Project budget SVPRP + VCRS £234,525,000 Spend to date (59%) – local authorities are allocated funding for the first 5 years after refugees arrive in the UK</p> | <p>Home Office – Project budget SVPRP + VCRS £234,525,000 Spend to date (59%) – local authorities are allocated funding for the first 5 years after refugees arrive in the UK</p> |



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| LEVEL OF IMPLEMENTATION | Implemented | Quite fully implemented ¹⁴⁰ | Partially implemented ¹⁴¹ (about 58% of the expected children) |
| OUTCOMES AND EFFECTS | Asylum applications receiving an initial decision within six months has fallen from 73% in 2012 to 25% in 2018. Only 38% of asylum seekers has granted the refugee status 38% at initial decision, 55% including after appeal (average 2012-2016 applications, analysed in May 2019) ¹⁴² | 19,353 refugees resettled (end of December 2019) | 1,747 people had been resettled under the VCRS (end of December 2019), of them 57% were under the age of 18 at the time of resettlement. |
| CONDITIONS SHAPING THE OUTCOMES | | Covid 19 pandemic – Resettlement suspended | Covid 19 pandemic – Resettlement suspended |

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| THEME | Migration policy | Migration policy | Migration Policy |
| POLICY NAME | Gateway Protection Programme | Mandate Scheme | Overseas Domestic Workers (ODW) |

¹⁴⁰ Wilkins H., *Refugee Resettlement in the UK*, House of the Common Library, Number 8750, 6 March 2020

¹⁴¹ Ibid.

¹⁴² P. W. Walsh, 2019, *Migration to the UK: Asylum and Resettled Refugees*, The Migration Observatory at the University of Oxford, <https://migrationobservatory.ox.ac.uk/resources/briefings/migration-to-the-uk-asylum/>



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| YEARS OF IMPLEMENTATION | 2004 - (ongoing, but likely to be substitute in 2021 with a global resettlement scheme) | 1995 - | 2012 |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | | | |
| SUBSTANCE: PURPOSE AND AIMS | For refugees in urgent need of resettlement, living in protracted situations anywhere in the world | Recognised refugees who have close family members living in the UK | Overseas domestic workers' entry to the UK permitted as a result of their employer entering the UK |
| COVERAGE (NUTS LEVEL) | NUTS o | NUTS o | NUTS o |
| LEADING AND MANAGING ACTORS | Home Office - European Union - IOM | Home Office - funding for travel and medical costs to facilitate the arrival of Mandate refugees, organised by IOM | Home Office |
| ACTORS TARGETED | Refugees designated as particularly vulnerable by the UNHCR | Refugees must be either the minor child, spouse, parent or grandparent over the age of 65, of a person who is either settled in the UK or on a pathway to settlement. The 'sponsoring' family member in the UK does not need to be a refugee. | Domestic workers travelling with their employers |



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| FUNDING MECHANISM | Co-funded by the European Union, through the and then through the Asylum, Migration and Integration Fund (AMIF) | Home Office | Home Office |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented | Implemented |
| OUTCOMES AND EFFECTS | <p>9,862 people have been resettled under the programme, mainly from Sub-Saharan Africa and the Middle East.</p> <p>The annual target was to resettle 500 refugees per year, and although this target was never met, it was subsequently raised to 750 in 2008</p> | 430 people resettled to the UK since 2004 under this programme | <p>The existence of a tie to a specific employer and the absence of a universal right to change employer and apply for extensions of the visa can potentially put ODW at risk of exploitation while in the UK¹⁴³</p> |
| CONDITIONS SHAPING THE OUTCOMES | | | |

¹⁴³ M. Gower, *Calls to change overseas domestic worker visa conditions*, House of the Common Library, Number 4786, 13 May 2016



SOCIETY AND WELFARE RELATED POLICIES

| THEME | Societal and welfare related policies | Societal and welfare related policies | Societal and welfare related policies |
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| POLICY NAME | Equality Act framework | Universal Credit - Welfare Reform Act 2012 | Support for asylum seekers - Immigration and Asylum Act [Section 95] (legal framework) |
| YEARS OF IMPLEMENTATION | 2010 - | 2012 - | 1999 - |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | <p>The Equality Act consolidates the previous nine pieces of equality legislation based on protected characteristics to create, for the first time in Britain, unified equality legislation.</p> <p>Before the Act came into force there were several pieces of legislation to cover discrimination, including:</p> <ul style="list-style-type: none"> • Sex Discrimination Act 1975 • Race Relations Act 1976 • Disability Discrimination Act 1995 | | See immigration and Asylum act |
| SUBSTANCE: PURPOSE AND AIMS | Anti-discrimination policy. It legally protects people from discrimination in the workplace and in wider society. | Universal Credit is a payment to help people on a low income or out of work with living costs. It's paid monthly - or twice a month for some people in | <ul style="list-style-type: none"> • Asylum seekers can apply for support for the period during which their asylum application and any subsequent appeal is being considered. |



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| | <p>It prohibits direct and indirect discrimination, harassment and victimisation.</p> <p>It protects people from discrimination on the basis of: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.</p> <p>UK Parliament responsibilities:</p> <p>The power to legislate on equal opportunities.</p> <p>Scottish Parliament responsibilities:</p> <p>The Scotland Act 1998 gives the Scottish Parliament power to encourage equal opportunities.</p> <p>It also has the power to impose duties on Scottish public authorities and cross-border public bodies operating in Scotland.</p> | <p>Scotland. Universal Credit replaces the following benefits:</p> <p>Child Tax Credit</p> <p>Housing Benefit</p> <p>Income Support</p> <p>Income-based Jobseeker's Allowance (JSA)</p> <p>Income-related Employment and Support Allowance (ESA)</p> <ul style="list-style-type: none"> Working Tax Credit. | <ul style="list-style-type: none"> The application can be for subsistence and accommodation or for subsistence only. Applicants must satisfy a 'destitution' test. Once the asylum claim has been fully determined, those people who are granted refugee status, humanitarian protection or discretionary leave to remain will have the support terminated 28 days after the decision. An asylum seeker who has no dependent children at the time of a final refusal decision will have their support terminated 21 days after the decision. <p>An asylum seeker who has dependent children will continue to be supported after the refusal of their asylum claim at the same rate as during their claim until they leave or they are removed from the UK.</p> <p>Post Grant Appointment Service:</p> <p>The process involves contacting all newly granted applicants as early in the 28 day grace period as possible. Applicants are contacted by the Home Office asking whether they would like help facilitating their access to mainstream benefits.</p> |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS o</p> | <p>NUTS o</p> | <p>NUTS o</p> |



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| LEADING AND MANAGING ACTORS | British Government Equalities Office (GEO) | Department for Work and Pensions, job Centre Plus | Home Office, Private Housing Providers (housing), Department for Work and Pensions and Job Centre (PGAS) |
| ACTORS TARGETED | All the population | <p>People who are in work and on a low income, as well as to those who are out of work.</p> <p>People subject to immigration control and whose granted leave states that they cannot claim public funds are not eligible.</p> <p>Migrants with indefinite leave to remain (like refugees) are eligible</p> | Asylum seekers |
| FUNDING MECHANISM | See Equality statement. Scottish Draft Budget to see all the different fundings aimed at the goals of the Equality Act. ¹⁴⁴ | | £4.0bn estimated total value of the new asylum accommodation contracts and the AIRE support service, 2019 to 2029 |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented | Implemented |

¹⁴⁴ *Equality statement. Scottish Draft Budget 2017-2018*, 2017, Scottish Government <https://www.gov.scot/binaries/content/documents/govscot/publications/speech-statement/2016/12/equality-statement-scottish-draft-budget-2017-18/documents/00511772-pdf/00511772-pdf/govscot%3Adocument/00511772.pdf>



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| <p>OUTCOMES AND EFFECTS</p> | | <p>2.3 million people were on Universal Credit at 11 July 2019.</p> <p>Of these people:</p> <p>760,000 (33%) were in employment</p> <p>930,000 (41%) were in the Searching for Work conditionality regime¹⁴⁵</p> <p>Critics were expressed concerning the “Bedroom tax”, such as the under-occupancy penalty (resulted by a reform contained in the Act whereby tenants living in social housing with rooms deemed “spare” face a reduction in Housing Benefit, resulting in them being obliged to fund this reduction from their incomes or to face rent arrears and potential eviction by their landlord.</p> | <p>COMPASS providers had struggled to establish their supply chains, resulting in poor performance, delays and additional costs for the Department. A new contract for asylum accommodation started in 2019.¹⁴⁶</p> |
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¹⁴⁵ Department for Work and Pensions statistics, <https://www.gov.uk/government/publications/universal-credit-29-april-2013-to-11-july-2019/universal-credit-statistics-29-april-2013-to-11-july-2019>

¹⁴⁶ Davies G., 2020, *Asylum accommodation and support*, National Audit Office



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| CONDITIONS SHAPING THE OUTCOMES | | | |
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| THEME | Societal and welfare related policies | Societal and welfare related policies | Societal and welfare related policies |
| POLICY NAME | Community Sponsorship Scheme | Fairer Scotland Action Plan | Race Equality Framework & Action Plan |
| YEARS OF IMPLEMENTATION | 2016 - | 2014-2020 | 2016 - 2030 |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | <p>Inspired by the Canadian Community Sponsor Scheme.</p> <p>This scheme is part of the Vulnerable Person Resettlement Programme (VPRS) that is intended to settle 20,000 vulnerable refugees in the UK by 2020 and the Vulnerable Children's Resettlement Scheme (VCRS) which aims to resettle 3,000 vulnerable children and their families by March 2020. Under the VPRS and VCRS schemes, local</p> | <p>In the context of the public debates on about independence and social justice in 2013 and 2014</p> | |





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| | <p>authorities are given five years of funding to support the resettlement of refugee families.</p> <p>Community sponsorship Scheme has been introduced by the HO as civil society wished to play a greater role in refugee resettlement, and with the expectation that the community-led approach will lead to positive integration outcomes for refugees and communities.</p> | | |
| <p>SUBSTANCE: PURPOSE AND AIMS</p> | <p>In July 2016, the UK government introduced the Community Sponsorship Scheme (CS) to enable community groups, including charities and faith groups, to support refugees to resettle in the UK. Any community group constituted as a charity can apply to the Home Office to welcome and support a refugee family into their community.</p> | <ul style="list-style-type: none"> • The Aspiring Communities Fund (ACF): supports communities to work collaboratively with partners to accelerate the design and delivery of community-led initiatives that tackle poverty, inequality and exclusion • Growing the Social Economy aims to increase the capacity and sustainability of third sector organisations by creating jobs and developing and expanding services to disadvantaged individuals, families and communities, encourage and support social | <p>community cohesion and safety – good race relations and community cohesion across all communities, and all minority ethnic individuals feel safe, protected and included, and experience less racism</p> <p>participation and representation – effective, fair, proportionate and valued at all levels of political, community and public life</p> |



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| | <p>Community sponsorship enables local community groups to welcome and support refugees directly in their local communities¹⁴⁷</p> <p>In 2018, the Home Office made available grant funding to support the creation of a new organisation called “Reset Communities and Refugees” (Reset), intended to become the main infrastructure organisation for CS.</p> | <p>innovation approaches to tackle social problems, thus creating stronger links between social economy organisations, academia and other agencies.</p> | <p>education and lifelong learning – opportunity for everyone to learn in an inclusive and cohesive environment without disadvantage in relation to racial inequality or racism</p> <p>employability, employment and income – minority ethnic people have equal, fair and proportionate access to employment and representation at all levels, grades and occupation types in Scotland’s workforce, and experience fewer labour market, workplace and income inequalities</p> <ul style="list-style-type: none"> health and home – minority ethnic communities in Scotland have equality in physical and mental health, have effective healthcare appropriate for their needs and experience fewer inequalities in housing and home life |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS 0</p> | <p>NUTS 1 : Scotland</p> | <p>NUTS 1 : Scotland</p> |

¹⁴⁷ Phillimore J., Reyes M., 2019, *Community Sponsorship in the UK: from application to integration*, Interim Report, Institute for Research into Superdiversity, University of Birmingham



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| LEADING AND MANAGING ACTORS | UK Government, Home Office, Ministry of Housing, Communities & Local Government, Department for International Development, local authorities | Scottish Government – European Social Fund | Scottish Government |
| ACTORS TARGETED | Refugees | | Minorities/transversal |
| FUNDING MECHANISM | <p>Community sponsors or local authorities receive year one funding for community sponsorship cases.</p> <p>The sponsoring group takes full responsibility for resourcing and delivering the family's needs according to a statement of requirements, similar to that for local authorities.</p> <p>Funding for years 2 to 5 may be available to local authorities. This will be determined on a case-by-case basis following a review of the needs of the resettled family and how they will be met.</p> <p>LAs can make a business case to the Home Office to apply for the money.</p> | <p>£9.7 million Growing the Social Economy program and £18.9 million Aspiring Communities Fund – part-funded by Scottish government and part-funded by the ESF</p> | <p>£20.3 million for equality work in 2017-18.</p> <p>£2.6 millions of this funding is allocated to organisations working to advance race equality (see Promoting Equality and Cohesion Fund)</p> |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented | Implemented |
| OUTCOMES AND EFFECTS | As of March 2019, 280 refugee men, women and children had been resettled to the UK through the | | |



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| | Community Sponsorship Scheme (Data from UNHCR) | | |
| CONDITIONS SHAPING THE OUTCOMES | Covid 19 pandemic – Resettlement suspended | | |

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| THEME | Societal and welfare related policies | Societal and welfare related policies | Societal and welfare related policies |
| POLICY NAME | Promoting Equality and Cohesion Fund | Healthcare Scotland | Western Island Poverty and social inclusion Program |
| YEARS OF IMPLEMENTATION | 2017-2020 | | 2014-2020 (extended until 2022) |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | | <p>The Scottish Government decide how healthcare is provided in Scotland. This is not linked to immigration control, which is a matter for the Home Office.</p> <p>NHS Scotland does not pass patient details to the Home Office for the purpose of immigration enforcement.</p> | |



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| <p>SUBSTANCE: PURPOSE AND AIMS</p> | <p>Funding are allocated to organisations who work with equalities communities in Scotland. Among those, organisations who are aimed at refugee and minorities working on issues like housing, ESOL classes, mental health, skills development, fighting racism.</p> <p>List: https://www.gov.scot/publications/equality-funding-pecf-2017-2020/</p> | | <p>The programme is focused around financial inclusion and fuel poverty and support, it address and alleviate fuel poverty and debt in the islands</p> |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS 1 : Scotland</p> | <p>NUTS 1 : Scotland</p> | <p>NUTS 2 : Na h-Eileanan Siar council area - Western Islands</p> |
| <p>LEADING AND MANAGING ACTORS</p> | <p>Scottish Government</p> | <p>Health and Social Care Directorates</p> | <p>Comhairle nan Eilean Siar</p> |
| <p>ACTORS TARGETED</p> | <p>Third sector organisations</p> | <p>A health surcharge (between 470 and 625£) was introduced throughout the UK by an order taken from the UK Immigration Act 2014. Will be asked to pay:</p> <ul style="list-style-type: none"> • non-European Economic Area (EEA) students (international students) • non-EEA migrant workers • those from outside the EEA who are joining their families in the UK <p>Free healthcare:</p> <ul style="list-style-type: none"> • If the migrant receives asylum support from the Home • No asylum support. Asylum seeker who do not receive support from the Home Office or have been refused asylum, will still have free healthcare while in Scotland | <p>Disadvantaged people living in low income, lone parent or jobless households</p> |



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| | | Families of asylum seekers (spouse or civil partner and children will qualify for healthcare if aged under 16, or under 19 and in full-time education) | |
| FUNDING MECHANISM | £2,700,500 in 2017-2018 £2,624,500 in 2018-2019 £2,570,000 in 2019-2020 | | 2014-2020: £240,000 awarded by the European Social Fund (ESF) extension until 2022: additional £455,198 |
| LEVEL OF IMPLEMENTATION | Implemented | | Implemented |
| OUTCOMES AND EFFECTS | | | The Fuel Poverty service provided a service to 46 households which generated a financial saving for these households totalling nearly £70,000 |
| CONDITIONS SHAPING THE OUTCOMES | | | |

INTEGRATION POLICIES

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| THEME | Integration Policy | Integration Policy |
| POLICY NAME | Community Cohesion Policy Framework | New Scots Strategy |



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| YEARS OF IMPLEMENTATION | 2002 - | New Scots Strategy 2014-2017; New Scots 2 Strategy 2018-2022 |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | <p>2001 Riots in Northern mill towns of Bradford, Harehills and Oldham</p> <p>“Separate educational arrangements, community and voluntary bodies, employment, places of worship, language, social and cultural networks, means that many communities operate on the basis of a series of parallel lives.”¹⁴⁸</p> | <p>The purpose of the New Scots strategy was to coordinate the efforts of all organisations involved in supporting refugees and people seeking asylum. Two conferences were held, in 2015 and in 2016 with about 150 stakeholders, including refugees.</p> <p>Refugee representative organisations engaged with New Scots implementation.</p> |
| SUBSTANCE: PURPOSE AND AIMS | <p>The Community Cohesion Policy framework aims at building shared common values and cross community interactions, as well as to tackle inequalities.</p> | <p>The strategy focused on key themes of: employment; education; housing; health; communities and social connections.</p> <ul style="list-style-type: none"> • Integration from day one: refugees and asylum seekers should be supported to integrate into communities from day one of arrival, and not just once leave to remain has been granted. • A rights based approach: empower people to know about their rights and to understand how to exercise them. • Refugee involvement: refugees and asylum seekers’ involvement in shaping the strategy and its delivery • Inclusive communities: refugees, asylum seekers and our communities are encouraged to be involved in building stronger, resilient communities <p>Partnership and collaboration: the strategy has been developed collaboratively to coordinate the efforts of organisations and community groups involved in supporting refugees and asylum seekers.</p> |

¹⁴⁸ Cantle T., 2001, *Community Cohesion: A Report of the Independent Review Team*, Home Office, <https://dera.ioe.ac.uk/14146/1/communitycohesionreport.pdf>



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| COVERAGE (NUTS LEVEL) | NUTS 0 | NUTS 1: Scotland |
| LEADING AND MANAGING ACTORS | Home Office – Scottish Government – Local Authorities | Scottish Government (devolved), COSLA and the Scottish Refugee Council |
| ACTORS TARGETED | No targeted actors, transversal. | Asylum seekers and refugees |
| FUNDING MECHANISM | | <p>No programme of funding specifically allocated to the implementation of the New Scots strategy. The Scottish Government provides funding through its equality budget (over £2.7 million according to them)</p> <p>to support a range of projects run by third sector organisations from 2017 – 2020, including employability support, English language classes, mental health support and cultural activities aimed at integrating refugees and asylum seekers in their local communities.</p> |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented |
| OUTCOMES AND EFFECTS | | <p>Projected outcomes of the New Scots 2:</p> <ul style="list-style-type: none"> • Refugees and asylum seekers live in safe, welcoming and cohesive communities and are able to build diverse relationships and connections. • understand their rights, responsibilities and entitlements and are able to exercise them to pursue full and independent lives. • are able to access well-coordinated services, which recognise and meet their rights and needs. |



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| | | Policy, strategic planning and legislation, which have an impact on refugees and asylum seekers, are informed by their rights, needs and aspirations. |
| CONDITIONS SHAPING THE OUTCOMES | | Covid 19 pandemic - Resettlement suspended |

EMPLOYMENT RELATED POLICIES

| THEME | Employment related policies | Employment related policies | Employment related policies |
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| POLICY NAME | Right to work for asylum seekers - Asylum and Immigration Act 1999 | Job Centre Plus | Entrepreneur visa (Innovator visa and Start-up visa) |
| YEARS OF IMPLEMENTATION | | 2002 - | 2020 - |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | Imaginary of Asylum seekers as economic | It was formed when the Employment Service merged with the Benefits Agency and was renamed Jobcentre Plus in 2002 | Formerly: Tier Points-Based Immigration System - Tier 1 (2008 - 2020) Currently: Innovator visa and Start-up visa |



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| | migrants in disguise 'pulled' to particular countries by economic opportunities ¹⁴⁹ | | |
| SUBSTANCE: PURPOSE AND AIMS | People can apply for permission to work after they have been waiting for a decision on their asylum claim for over a year. The permission is restricted to jobs on the Shortage Occupation List. | Government-funded employment agency and social security office that aims at helping people of working age to find employment in the UK and to facilitate recruitment for employers | Entrepreneur VISA allows overseas entrepreneurs and early stage technology business or start-ups to relocate their business in the UK |
| COVERAGE (NUTS LEVEL) | NUTS o | NUTS o | NUTS o |
| LEADING AND MANAGING ACTORS | UK Government | Department for work and pensions | Home Office |
| ACTORS TARGETED | Asylum seekers | Job seekers among all residents including refugees and migrants with indefinite leave to remain as well as recruiters | Entrepreneurs from outside EEA who are more than 18yo and meet the English language requirement that want to set up or run a business in the UK have at least £50,000 in investment funds |

¹⁴⁹ Mayblin L., 2019, *Imagining asylum, governing asylum seekers: Complexity reduction and policy making in the UK Home Office*,



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| | | | have enough personal savings to support themselves while you're in the UK |
| FUNDING MECHANISM | n.a. | Founded by the Department for Work and Pensions | n.a. |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented | n.a. |
| OUTCOMES AND EFFECTS | Asylum seeker has to rely only on the weekly allowance (£37.75) and provided accommodation (the location and the type of accommodation can largely vary) | | n.a. |
| CONDITIONS SHAPING THE OUTCOMES | | Availability of this service at local scale (e.g. one sole in Stornoway for the all LA) Availability of services aimed specifically at migrants | n.a. |

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| THEME | Employment related policies | Employment related policies | Employment related policies |
| POLICY NAME | New Enterprise Allowance (NEA) | Equality Act framework - Work | Fair Start Scotland employment support service |
| YEARS OF IMPLEMENTATION | 2011 - | 2010 - | 2018 - |



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| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | Margaret Thatcher's Enterprise Allowance Scheme (1982-1991, with half a million participants) aimed at fighting unemployment and to stimulate people entrepreneurship by offering (a bit above the) benefit entitlement to those starting up small or one-person businesses | Equality Act framework | The Scotland Act (2016) transferred new powers to Scotland to provide employment support for disabled people and those at risk of long term unemployment. |
| SUBSTANCE: PURPOSE AND AIMS | New Enterprise Allowance helps people to establish a business through a mentorship programme, weekly allowance (up to £1274 as total for 26 weeks) and the possibility of applying for a loan to help with start-up costs | Measures aimed at contrasting direct and indirect discrimination, harassment and victimization at work. It protects people from discrimination on the basis of: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation. | Support a minimum of 38,000 people to find fair employment (living wage and no use of zero hour contracts). In the West area it is reserved for supported businesses that provide permanent employment for those disadvantaged in the labour market. |
| COVERAGE (NUTS LEVEL) | NUTS 0 | NUTS 0 | NUTS 1 : Scotland |
| LEADING AND MANAGING ACTORS | Department for work and pensions | British Government Equalities Office (GEO) | Scottish Government |
| ACTORS TARGETED | <ul style="list-style-type: none"> • People who get Universal Credit, Jobseeker's Allowance or Employment and Support Allowance • Or Income Support and are a lone parent, sick or disabled | All the population | Unemployed, people disadvantaged in the labour market |
| FUNDING MECHANISM | Founded by the Department for Work and Pensions | | |





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| LEVEL OF IMPLEMENTATION | Implemented | Implemented | |
| OUTCOMES AND EFFECTS | <p>Around 1 in every 6 NEA scheme participant describe themselves as ethnic minority¹⁵⁰</p> <p>In North Ayrshire 700 people took part in the scheme, 420 consequently run a business. In the Eilan Siar 50 participants and 40 business.</p> | <p>Variable levels of engagement overall with the Equality Act and the practices that it aims to promote. Larger organisations are more likely to engage with the Equality Act than small organisations or micro-enterprises. Organisations that have recently updated policies are more likely to feel well informed</p> <p>about the Act than those with no policies. Having a policy is positively associated with awareness of the Act, even where it has not been updated.¹⁵¹</p> | |
| CONDITIONS SHAPING THE OUTCOMES | | | |

¹⁵⁰ Department for work and pensions, 2019, *New Enterprise Allowance Statistic. Data up to June 2019*
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/841179/nea-official-statistics-to-june-2019.pdf

¹⁵¹ Perren K., Roberts S., Stafford B., Hirsch D., 2012, *Evaluation of the Implementation of the Equality Act 2010: Report 2 - Awareness and Impact of the Equality Act*, Centre For Research In Social Policy And International Centre For Public And Social Policy



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| THEME | Employment related policies | Employment related policies | Employment related policies |
| POLICY NAME | Modern Slavery Act | Immigration Act 2016 | Employability fund |
| YEARS OF IMPLEMENTATION | 2015 - | 2016 - | 2013 - |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | | Immigration Act 1971 is amended with a new section on illegal work | |
| SUBSTANCE: PURPOSE AND AIMS | <p>The Modern Slavery Act gives law enforcement the tools to fight modern slavery.</p> <p>The Section 53 of the Act states that leave to remain must be provided for Overseas Domestic Workers who apply as recognized victim of slavery or human trafficking</p> <p>(please check ODW visa description for more details about it potential criticalities).</p> | <ul style="list-style-type: none"> • New sanctions on illegal workers and rogue employers. • Better coordination of regulators that enforce workers' rights | <p>Improve learner progressions along the skills and employability pipeline:</p> <ul style="list-style-type: none"> • supporting activity tailored to meet individuals' needs; • a focus on progressing individuals into sustained employment; • to be responsive to employer demand; • to complement other funded activity at the local level. <p>Certificate of Work Readiness (CWR) a qualification that helps individuals prepare for work through employability training and a work placement, which results in a nationally recognised qualification upon completion. The course lasts around 10 weeks of training and work experience</p> <ul style="list-style-type: none"> • |



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| COVERAGE (NUTS LEVEL) | NUTS 0 | NUTS 0 | NUTS 1 : Scotland |
| LEADING AND MANAGING ACTORS | UK Government | UK Government | Scottish Government, Skills Development Scotland |
| ACTORS TARGETED | All workers | Migrants | People living in Scotland including Migrants and refugees |
| FUNDING MECHANISM | | | Scottish Government with European Structural and Investment Funds |
| LEVEL OF IMPLEMENTATION | Implemented | Implemented | |
| OUTCOMES AND EFFECTS | 15,400 people have been reported as potential victims (Data from 2015 to 2019) | | |
| CONDITIONS SHAPING THE OUTCOMES | | | |

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| THEME | Employment related policies | Employment related policies | Employment related policies |
| POLICY NAME | Fair Start Scotland | No One Left Behind (NOLB) Employability fund | Business Gateway |





| YEARS OF IMPLEMENTATION | 2018 - | 2019-2020 | 2013 |
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| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | | | |
| SUBSTANCE: PURPOSE AND AIMS | Fair Start Scotland is an employment support service which helps people living in Scotland to find work. Fair Start Scotland replaces Work First Scotland and Work Able Scotland. | Integrating two of the existing employability programmes initially - Activity Agreements (AAs) and Scotland's Employer Recruitment Incentive (SERI). Aimed at helping those members of society who face challenging barriers to finding and maintaining employment, reach their true potential | Business Gateway provides support to people that would like to start or run a business. They provide professional resources, support and tools to help you learn new skills, create new opportunities and develop sustainable strategies for growth. |
| COVERAGE (NUTS LEVEL) | NUTS 1 : Scotland | NUTS 1 : Scotland | NUTS 2 (Local Authorities) |
| LEADING AND MANAGING ACTORS | Scottish Government, Department for Work and Pensions, Job Centres | Local Authorities, Scottish Government | Local Authorities |
| ACTORS TARGETED | People living in Scotland including Migrants and refugees | People living in Scotland including Migrants and refugees | People living in Scotland including migrants and refugees |



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| FUNDING MECHANISM | Funded by UK government and Scottish government (£20m) – up to £96 millions overall | The incentive is fully funded by the Scottish Government and is managed and delivered by Local Authorities. | Local councils provide funds |
| LEVEL OF IMPLEMENTATION | | | |
| OUTCOMES AND EFFECTS | | | |
| CONDITIONS SHAPING THE OUTCOMES | | | |

EDUCATION RELATED POLICIES

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| THEME | Education related policies | Education related policies | Education related policies |
| POLICY NAME | ESOL Strategy | Migrant and Refugee Skills Recognition Pilot Project | Modern Apprenticeship Programme/ Graduate Apprenticeship Programme |
| YEARS OF IMPLEMENTATION | 2015-2020 (first ESOL Strategy 2007) | 2018 – | |



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| <p>HISTORY & ORIGINATING DYNAMICS OF THE POLICY</p> | <p>In the context of the Cantle report, after the 2001 riots and in the general framework of the Community cohesion strategy, the language became a central matter as strictly associated with ethnic and national identity</p> | <p>The pilot aim is to develop infrastructure that businesses in Scotland need in order to maximise on the skills migrants bring to employers and the employment market.</p> <p>The project will strategically target four sectors: Social Care, Construction/Engineering and IT and Hospitality, each experiencing skill shortages and under-employment.</p> | |
| <p>SUBSTANCE: PURPOSE AND AIMS</p> | <p>English for Speakers of Other Languages (ESOL).</p> | <p>Develop a system in Scotland that will enable all citizens to gain recognition for their skills and experience, regardless of the context/country in which they were gained. 15-months pilot project to explore processes for recognition with a focus on migrants who have come to live in Scotland</p> | <p>Modern Apprenticeships aim at enhancing Scotland's work-based learning system and reducing youth unemployment. Over 80 Modern Apprenticeship frameworks, at four different level. An apprenticeship Equality Action Plan has been established in 2019.¹⁵²</p> |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS 1: Scotland – Adult education is a devolved matter</p> | <p>NUTS 1: Scotland – Adult education is a devolved matter</p> | <p>NUTS 1: Scotland – Adult education is a devolved matter</p> |

¹⁵² Skill Development Scotland, 2019, Apprenticeship Equality Action Plan. Annual Report <https://www.skillsdevelopmentscotland.co.uk/media/45850/apprenticeship-equality-action-plan-annual-report-2019.pdf>



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| LEADING AND MANAGING ACTORS | <p>Scottish Government</p> <p>Provided by a range of providers including Community Learning and Development (CLD) services through local authority partnerships, colleges, schools, voluntary organisations, universities and private language providers.¹⁵³</p> | <p>Scottish Government, Education providers, other organisations. The project is led by Glasgow Caledonian University in partnership with:</p> <p>the Bridges Programmes, Skills Development Scotland, Glasgow City Council, Scottish Credit and Qualifications Framework Partnership, Scottish Qualifications Authority, the Scottish Refugee Council and Glasgow Clyde College.</p> | <p>Scottish Government, Skill Development Scotland</p> |
| ACTORS TARGETED | <p>All speakers of Other Languages living in Scotland. ESOL learners are very diverse, ranging from highly educated and proficient learners tackling a new language, to individuals who have little or no experience of schooling and are not literate in their first language.</p> <p>Specific programs are in place to make the program inclusive, like Workplace ESOL</p> | <p>Migrants</p> | <p>Migrants and refugees can apply to Modern Apprenticeship.</p> |

¹⁵³ Scottish Government, 2015, Welcoming Our Learners: Scotland's ESOL Strategy 2015 - 2020 The English for Speakers of Other Languages (ESOL) Strategy for Adults in Scotland 2015
<https://education.gov.scot/Documents/ESOLStrategy2015to2020.pdf>



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| FUNDING MECHANISM | <p>The main sources of funding for ESOL in Scotland are:</p> <ul style="list-style-type: none">• Core Scottish Funding Council allocations to colleges• Local authority Community Learning and Development (CLD) funding• ESOL Strategy funding allocated to Community Planning Partnerships <p>There are also alternative funding sources like Erasmus Plus.</p> | Scottish Government | |
| LEVEL OF IMPLEMENTATION | Implemented | n.a. | <p>Each year, over 27,000 people start a Modern Apprenticeship – combining a qualification with on-the-job experience.</p> <p>Migrants n.a.</p> |
| OUTCOMES AND EFFECTS | <p>Case study – ESOL delivered by Workers’ Educational Association (WEA) Scotland for migrant workers. ESOL on the workplace, more accessible, more attendancy.</p> | n.a. | <p>Migrants may have already the skills for which they enroll in an apprenticeship, but they do not have those recognized or they need to adapt them to the Scottish context (ex. Regulations). Therefore, OECD</p> |



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| | | | recommended to “Develop a non-apprenticeship route to apprentice qualifications” ¹⁵⁴ |
| CONDITIONS SHAPING THE OUTCOMES | Covid 19 affected the way to deliver the classes and their accessibility (both excluding/including), but any analysis of those changes was not available yet. | Covid 19 pandemic; Brexit | |

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| THEME | Education Maintenance Allowance (EMA) |
| POLICY NAME | |
| YEARS OF IMPLEMENTATION | 1999 - |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | |

¹⁵⁴ OECD, 2020, Strengthening Skills in Scotland. Review of the apprenticeship system in Scotland, OECD, Paris http://www.oecd.org/skills/centre-for-skills/Strengthening_Skills_in_Scotland.pdf



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| SUBSTANCE: PURPOSE AND AIMS | <p>Education Maintenance Allowances (EMAs) provide financial support for 16 to 19 years old (four years) from low-income households who are undertaking full-time study at a school, full or part-time study at an FE college or education centre, or are taking part in an 'activity agreement'.</p> <p>EMAs are available to eligible people aged 16 to 19 who have reached school leaving age and that meet residency and household income criteria.</p> <p>The EMA payment will be made into the young person bank account. Payments are made on a fortnightly basis in arrears and the payment start date depends on the date of the student's 16th birthday.</p> |
| COVERAGE (NUTS LEVEL) | NUTS 1: Scotland – Adult education is a devolved matter |
| LEADING AND MANAGING ACTORS | Scottish Government |
| ACTORS TARGETED | <p>16 to 19 years old Young migrants and refugees</p> <p>A young person who has a form of settled status (for example, indefinite leave to remain), refugee status, another type of leave following an asylum claim, or EEA nationality, may be eligible if they also meet the residence requirements. People without leave or who have limited leave to remain will not be eligible.</p> |
| FUNDING MECHANISM | |
| LEVEL OF IMPLEMENTATION | Implemented |



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| OUTCOMES AND EFFECTS | |
| CONDITIONS SHAPING THE OUTCOMES | Recent migrants or refugees without leave to remain are unable to access payments due to residency criteria. |

REGIONAL EQUALITY POLICIES

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| THEME | Regional equality | Regional equality | Regional equality |
| POLICY NAME | EU Cohesion policy | Islands (Scotland) Act | Empowering Communities Policy |
| YEARS OF IMPLEMENTATION | 2014 to 2020 | 2018 | 2012 – |
| HISTORY & ORIGINATING DYNAMICS OF THE POLICY | European Union strategy for smart, sustainable and inclusive growth and to the achievement of economic, social and territorial cohesion | | Community-led Regeneration strategy ¹⁵⁵ |

¹⁵⁵ 2011, *Achieving A Sustainable Future Regeneration Strategy*, Scottish Government <https://www.gov.scot/binaries/content/documents/govscot/publications/strategy-plan/2011/12/achieving-sustainable-future-regeneration-strategy/documents/0123891-pdf/0123891-pdf/govscot%3Adocument/0123891.pdf>



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| <p>SUBSTANCE: PURPOSE AND AIMS</p> | <ul style="list-style-type: none"> • increase digital connectivity • improve employment opportunities • make Scotland more competitive in business • ensure our communities are healthy and sustainable • building a sustainable, low-carbon Scotland • tackle poverty and inequality | <p>To make provision for a national islands plan; to impose duties in relation to island communities on certain public authorities; to make provision about the electoral representation of island communities; and to establish a licensing scheme in respect of marine development adjacent to islands.</p> | <p>Enable local communities to:</p> <ul style="list-style-type: none"> • build community capacity and strengthen community anchor organisations • better understand and identify their local aspirations and priorities • increase active inclusion and develop opportunities for enhanced engagement for groups who are more vulnerable and harder to reach • create local plans and proposals in collaboration with partners • prioritise local budgets and access funds • develop local assets, services and projects that respond to the needs of the people in their communities • deliver community-led solutions that tackle priorities that matter most to communities; and/or • develop local interventions which offer opportunities and pathways for social and community integration. |
| <p>COVERAGE (NUTS LEVEL)</p> | <p>NUTS 1 : Scotland</p> | <p>NUTS 2 (Local Authorities)</p> | <p>NUTS 2 (Local Authorities)</p> |
| <p>LEADING AND MANAGING ACTORS</p> | <p>European Regional Development Fund (ERDF) European Social Fund (ESF)</p> | <p>Scottish Government</p> | <p>Scottish Government</p> |
| <p>ACTORS TARGETED</p> | <p>Higher education and research institutes, Local Authority, National Government, Regional Public Authority, Economic Development Agency,</p> | <p>Island communities</p> | <p>Local communities</p> |



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| | Emergency and National Health Services, Governmental Agency, Local Economic Bodies, National Park Authority, Sectoral Agency/Organisation, Transport Partnerships, Charities & Trusts, Housing Association, Non-Governmental Organisations, Voluntary Sector | <p>“In this Act– ‘island community’ means a community which–</p> <p>(a) consists of two or more individuals, all of whom permanently inhabit an island (whether or not the same island), and</p> <p>(b) is based on common interest, identity or geography (including in relation to any uninhabited island whose natural environment and terrestrial, marine and associated ecosystems contribute to the natural or cultural heritage or economy of an inhabited island).</p> | |
| FUNDING MECHANISM | € 476,536,000 ¹⁵⁶ 55% Highlands & Islands as transition region | | Investing in Communities Fund Aspiring Communities Fund (previously described) |
| LEVEL OF IMPLEMENTATION | Partially implemented ¹⁵⁷ | Implemented | Implemented |

¹⁵⁶ Please see details here: <https://cohesiondata.ec.europa.eu/programmes/2014UK16RFOP004>

¹⁵⁷ Source : *ibid.*



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| OUTCOMES AND EFFECTS | | | See approved organisations: https://www.gov.scot/publications/investing-in-communities-fund-2019-2020-round-1-panel-approved-organisations/ |
| CONDITIONS SHAPING THE OUTCOMES | | | |

