



ICMPD

International Centre for
Migration Policy Development

Integration Agreements and Voluntary Measures

Compulsion or Voluntary Nature – Comparison of compulsory integration courses, programmes and agreements and voluntary integration programmes and measures in Austria, France, Germany, the Netherlands and Switzerland



Project funded by the European Union

Integration Agreements and Voluntary Measures

Compulsion or voluntary nature –
comparison of compulsory integration courses, programmes and
agreements and voluntary integration programmes and measures in
Austria, France, Germany, the Netherlands and Switzerland

Prepared by the International Centre for Migration Policy Development, Vienna
In cooperation with
the Ministry of Employment, Labour and Social Cohesion, Department of Population and Migration (DPM), Paris
the Federal Office for Migration and Refugees (BAMF), Nürnberg
the Institute for Migration and Ethnic Studies (IMES), Amsterdam
and the Federal Office for Migration (BFM), Bern, Switzerland

International Centre for Migration Policy Development • May, 2005

Acknowledgements

This study relies heavily on the information gathered from our partners in each of the countries included in this report. We are very grateful for their support, cooperation and input. Without their valuable contributions, this project could not have been implemented. The country reports were especially elaborated and inputs given by Anne Bisson, Jean-Claude Cadenet and VERES Consultants - Françoise Enel, Bat Sheva Papillon, Jeanine Danquin - (France); Katrin Hirseland, Jan Kurzidim and Petra Fuchs (Germany); Mies van Niekerk, Marieke Sloodman and Jeroen Doomernik (the Netherlands); Simone Gretler Heusser and Mario Gattiker (Switzerland); and Haleh Chahrokh, Elisabeth Strasser, Paul Scheibelhofer, Cecilia Lundström, Martin Hofmann and Albert Kraler (Austria and Comparative Study). The responsibility for any remaining inaccuracies and omissions rests solely with the authors.

International Centre for Migration Policy Development (ICMPD)
Gonzagagasse 1
A-1010 Vienna
Austria
www.icmpd.org

International Centre for Migration Policy Development, 2005

The sole responsibility for this publication and its contents lies with the authors and can in no way be taken to reflect the views of the European Union. The European Commission is not responsible for any use that may be made of the information contained herein.

Printed and bound in the Czech Republic by OstWest Media

EXECUTIVE SUMMARY	6
1. FOREWORD AND SCOPE OF THE STUDY	14
2. LEGAL ANALYSIS	15
2.1. INTRODUCTION	15
2.1.1. Existence of integration agreements	15
2.1.2. Basic intentions behind measures	16
2.1.3. Relations to other policies.....	17
2.1.4. Municipality or state level	18
2.1.5. Differences in target groups.....	19
2.1.6. Structure of the analysis.....	20
2.2. BACKGROUND DEVELOPMENT.....	20
Trigger for current/future integration policies.....	23
2.3. CONCEPTS AND INTENDED RESULTS.....	24
Responsible institutions.....	27
2.4. CONTENT OF INTEGRATION AND INTRODUCTION PROGRAMMES	29
2.4.1. Target groups	29
2.4.2. Content of introduction and integration programmes and other measures	32
2.4.3. Duration	39
2.4.4. Costs.....	40
2.4.5. Requirements on the migrants	40
2.4.6. Involvement	42
2.4.7. Sanctions.....	42
2.4.8. Incentives	45
2.5. CONCLUSIONS	45
3. PROGRAMME IMPLEMENTATION ANALYSIS	47
3.1. INTRODUCTION	47
Selection of interview partners in the comparison countries and second data sources	47
3.2. CONCEPTS OF INTEGRATION - experts points of view	51
3.3. BUDGET OF PROGRAMMES	57
3.4. IMPLEMENTATION OF COMPULSORY MEASURES	61
3.4.1. Actors.....	61
3.4.2. Language and integration (orientation) courses	63
3.4.2.1 Organizational details	63
3.4.2.1.1. Information and duration	63
3.4.2.1.2. Number of participants and dropouts	64
3.4.2.1.3. Aim of the programme or course.....	66
3.4.2.1.4. Content (material used).....	66
3.4.2.1.5. Costs for participants and for the organisation	68
3.4.2.1.6. Involvement, requirement and responsibility of participants	69
3.4.2.2. Evaluation by course participants	69
3.4.2.3. Assessments, effectiveness/efficiency (concrete results, main experiences, main deficiencies, main successes, evaluations, reactions)	73
3.4.2.4. Difficulties.....	78

3.4.3.	Labour, vocational training.....	79
3.4.4.	Sanctions.....	80
3.4.5.	Side measures	81
3.5.	IMPLEMENTATION OF VOLUNTARY MEASURES	82
3.5.1.	Actors	82
3.5.2.	Language and integration courses	86
3.5.2.1	Technical implementation	86
3.5.2.1.1.	Information and duration.....	86
3.5.2.1.2.	Target groups.....	87
3.5.2.1.3.	Number of participants and dropouts	89
3.5.2.1.4.	Funding and costs for participants and for the organisation.....	89
3.5.2.2	Evaluation by course participants.....	90
3.5.2.3	Assessments, effectiveness/efficiency (concrete results, main experiences, main deficiencies, main successes, evaluations, reactions)	94
3.5.2.4	Difficulties.....	95
3.6.	PROBLEMS (and assessments) OF INTEGRATION POLICY	96
3.6.1.	Language/orientation/education.....	96
3.6.2.	Labour.....	97
3.6.3.	Other	100
3.7.	FUTURE DEVELOPMENTS AND THEIR ASSESSMENTS (including assessments of compulsory integration measures vs. voluntary measures)	100
3.8.	LOCAL DIFFERENCES AND COUNTRY SPECIFIC FEATURES	106
4.	BEST PRACTICES	110
4.1.	INTRODUCTORY REMARKS	110
4.2.	TYPOLOGIE – FACTORS OF SUCCESS	112
4.3.	BEST PRACTICES PER COUNTRY	118
4.3.1.	Austria	118
	INTEGRATIONSHAUS	118
	ISOP – Innovative Social Projects	122
	PEREGRINA	126
	Educational, Counseling and Therapy Center for Immigrant Women.....	126
	FEMQUA.....	129
	ZEBRA – "Zuweisungsmodell"	133
4.3.2.	France	136
	Welcome and Integration Contract ("Contrat d'Accueil et d'Integration")	136
	Preparing the social and professional integration of foreign youth aged 16 or above who have recently immigrated to France.....	141
	Actions implemented in favour of women with migrant background	143
	Creation of the High Authority on the Fight against Discrimination and for Equality (<i>Haute Autorité de Lutte contre les Discriminations et pour l'Égalité</i> - HALDE).....	145
4.3.3.	Germany	147
	Pilot project: language and orientation courses of the "Amt für multikulturelle Angelegenheiten" <Office for Multicultural Affairs> of the City of Frankfurt.....	148

Language school of the association „Arbeit, Bildung, Wohnen e.V.“ <Work, Education, Housing> in Berlin.....	153
Integration courses for migrants with residence permits in Baden-Württemberg, exemplified by the City of Karlsruhe.....	157
Program for university graduates of the Otto Benecke Foundation.....	161
Intercultural training courses (InkuTra).....	166
by <i>Arbeiterwohlfahrt Nürnberg</i>	166
4.3.4. The Netherlands	170
4.3.4.1. Mandatory measures and increasing professionalization	170
4.3.4.2. Voluntary programmes for settled immigrants	171
4.3.4.3. Dual trajectories: learning and work.....	173
4.3.4.4. An advisory panel of immigrants.....	173
The integration of 80 settled immigrants in the municipality of Nijmegen.....	175
Intensive dual trajectories for immigrants in the municipality of Soest	180
In-house integration course.....	185
Language course for settled immigrants at KLM	189
4.3.5. Switzerland.....	193
AIDA, language school for women (School for Alphabetisation, Integration and German), St. Gallen	193
ECAP, Basel	197
K5 , course centre for people of 5 continents („Kurszentrum für Menschen aus fünf Kontinenten“), Basel.....	201
Pilot Project “German intensive” („Deutsch intensiv“), Berne.....	209
CAMARADA, Reception and Formation Centre for exiled women and their children (“Centre d’accueil et de formation pour femmes exilées et leurs enfants”), Geneva	213
5. POLICY RECOMMENDATIONS	216
5.1. GENERALLY APPLICABLE AND TRANSFERABLE POLICY RECOMMENDATIONS	216
LITERATURE	221

EXECUTIVE SUMMARY

The study **Integration agreements and voluntary measures** aims at a comparison of compulsory integration courses, programmes and agreements and voluntary integration measures, in particular for newly arrived immigrants in Austria, France, Germany, the Netherlands and Switzerland. Integration policies adopted recently in these countries aim at fostering the integration of immigrants through specific mandatory courses whose curricula mainly provide for language tuition (the main objective of the courses), but are also meant as induction courses and occasionally, provide labour market orientation and/or training). At the same time there exist a variety of voluntary integration programmes and measures aiming at encouraging migrants' self-empowerment and sustainable self-sufficiency.

The main objective of the study is to provide an in-depth analysis of the basic intentions and the main content of mandatory integration measures ("integration agreements") as well as of more general integration programmes. In addition to that it aims to shed light on differences and similarities of European integration programmes according to the underlying legislation, goals, concepts and implementation. Since in most of the countries under study, only limited experience with regard to compulsory introductory programmes exists, broader integration policies was analysed as well, in particular for those countries where such programmes are not or were just very recently set up (notably Germany and Switzerland). The objective of the comparison is to identify areas where compulsory measures have proved to be effective; and to identify areas where voluntary measures have proved to be more effective and finally, to assess to under which conditions and to what extent elements of voluntary measures that proved to be effective could or should be combined with compulsory measures, and vice versa.

The overall objective of the project was therefore to analyse current national integration programmes, practices and recent trends in the development of "newcomer programmes". The evaluation of these programmes and in particular, the comparison with experiences in voluntary programmes in related areas aimed at designing applicable short, medium and long term solutions for the improvement of integration programmes at the national and the European level.

The methods used comprised desk analysis of relevant national legislation, expert interviews of different levels including migrant interviews, analysis of identified Best Practices, comparison of national results to result in the elaboration of a Systematic Review, a Best Practices Guide and Policy Recommendations.

In the countries under study, integration policies have been developing over time and different kinds of introductory programmes for newcomers are already in place, or are currently being implemented, planned or discussed. In the Netherlands, integration policy has developed over a longer period of time than in the other states under comparison and can be considered as being both well established and comprehensive. A compulsory integration contract is in place since 1998 and is currently undergoing revision based on the experiences made. Both Austria and France have introduced integration contracts or agreements, but at much later dates, and in the case of France, the "*contrat d'accueil et d'intégration*" is still in an experimental stage. Furthermore, the nature of the "integration agreements" are of a different nature compared to that in place in the Netherlands. In Austria, a compulsory

integration agreement is in place since 1 January 2003, while in France a voluntary integration contract is in force since July 2003 in 12 French sub-regions (*départements*). In 2004 it was extended to 26 sub-regions. The German Parliament has very recently adopted legislation incorporating a compulsory integration course that has entered into force on 1 January 2005. In Switzerland, a new Foreign Nationals Act is being discussed that, even though it abstains from explicitly implementing an “integration agreement” or imposing compulsory integration measures, would still contain a (limited) system of incentives and sanctions that will enable the authorities to reward or sanction successful or omitted integration efforts by foreigners. Furthermore a partial revision of the ordinance on integration, which forms the legal basis for integration policy in Switzerland on federal level, is envisaged to take place in 2005.

Central to the ideas behind the policies of the participating states is to make sure that migrants acquire the necessary tools to participate in the economic, cultural and social life of the receiving societies, and get equal access to rights and opportunities as well as duties. In the Netherlands, the promotion of self-sufficiency of newcomers as regards training in the Dutch language, as well as social and vocational orientation, is emphasised. Migrants should be able to “function” independently in Dutch society as soon as possible. The reason behind the policy is the belief that early measures with regard to newcomers will in the long run prevent marginalisation and the formation of new socially deprived under-classes, i.e. the formation of new groups of underprivileged. In Austria, the objectives of the integration agreement put special emphasis on the acquirement of basic German language skills within the general aim of a quick integration into the society. To further the adjustment of migrants to Austrian language and culture as well as enhancing the benefit for the Austrian labour market were explicitly stated ideas behind the proposed measure. Similarly, the aim for the wider supportive measures of Austrian integration policy is the inclusion of migrants into the Austrian economic, cultural and social life as well as to promote equal opportunities. In France, the main objectives are to provide immigrants with opportunities as well as with information on their rights and duties to facilitate their integration into the French society. The acquisition of language skills and the knowledge of the society should be encouraged to facilitate the participation in the social, cultural and economic life in France. In the case of Germany, there has to date been no officially stated goal of integration policy that applies to all areas of integration management. However, equal access to all dimensions and institutions of society has frequently been stated as the overall goal of German integration policy. In addition, most of the sixteen *Länder* have formulated their individual principles or concepts of integration management. They share the underlying understanding of integration as a reciprocal process, which concerns both immigrants and the receiving society and which does not imply the abandonment of the immigrants' cultural identity but the acceptance of the basic democratic principles and values of the German society. With the new law and the introduction of mandatory integration courses on 1 January 2005, a clear emphasis was put on language acquisition as the core area of integration policy at national level. In Switzerland, the general approach towards integration is formulated in the “ordinance on the integration of foreigners”. The ordinance provides a definition of integration by formulating four fundamental objectives, on which all state action shall be based: (1) to foster mutual understanding between the Swiss and foreign population; (2) to facilitate living together on the basis of commonly shared fundamental values and behaviour patterns; (3) to acquaint foreigners with state structures, facilities, rules and regulations, societal and living conditions in Switzerland; and (4) to create favourable framework conditions for equality of opportunity for

foreigners and for their participation in social life. The equal access of foreigners legally residing in Switzerland to governmental and societal institutions is considered to be the key element of integration in general. Integration is perceived as “a mutual and reciprocal process”, requiring both the foreign nationals’ readiness to integrate as well as the openness on the part of the Swiss population to allow this process to take place.

Any comparison of legislation in the area of integration, whether legislation has already been adopted, is in force or is already fully implemented, or whether legislation is still in the making, however, is fraught with difficulties. A first difficulty occurs when trying to derive clear-cut definitions of the concept of “integration” from the related legislation. On the contrary, the legal survey shows that no clear definitions of the term “integration” seem to be in use. Nevertheless, the regulations referring to integration in the participating states have a basic set of objectives in common. Central to all concepts is the intention to foster the migrants’ ability to better participate in the economic, cultural and social life in the respective receiving societies as quickly and to the largest extent possible. Thus, integration policies in all the countries under study put the main emphasis on language acquisition, which is regarded as an indispensable precondition of migrants’ integration. In addition, access to education, to qualification and the labour market, the promotion of equal opportunities and the introduction of migrants into the receiving countries’ fundamental politico-societal principles and values are seen as closely related and equally important goals. In the recent past the perception prevailed in connection with integration policies in general and with compulsory integration measures in particular, that integration has to be interpreted as a mutual and reciprocal process, that implies specifically targeted and tailored measures on the hand, but also rests on the willingness on the part of the migrants to actively participate in the integration process. It is the latter, and specifically the concern that migrants may be unwilling or for specific reasons, unable participate in voluntary measures, that has led governments to introduce compulsory integration measures which are meant to assure migrants’ participation in this process. A trend towards an obligation to be assumed by the migrants themselves with regard to their “individual integration” can be observed, both in countries whose integration legislation only dates back to the recent past or is yet to be implemented as well as the Netherlands where integration policy has developed over a longer period of time. In accordance with envisaged changes in Dutch legislation, migrants will also have to assume greater responsibility for their integration process in the future as well. The change in integration policies toward an increased responsibility of migrants finds its expression in the introduction of new regulations or the adjustment of existing legislation that allow public authorities to influence the migrants’ integration efforts by the use of varying forms of sanctions and incentives. In all countries under study a growing emphasis is put on sanctions in case of non-compliance with compulsory integration measures, while much less attention is given to positive incentives. Such sanctions may comprise cuts in financial support or welfare aid, fines or other financial penalties. In all countries under study the successful completion of compulsory integration courses is more or less directly linked to the granting or extension of residence permits or is intended to be so in the future. Another practical problem results from the fact that the legal regulations with a distinct reference to integration that were examined in the course of this analysis not only varied quite substantially regarding their actual content but also regarding the scope of areas that they cover. In other words the legal regulations on integration do not cover all fields in which migrants’ integration is directly or indirectly promoted by state legislation and/or action and the better part of integration measures provided within the countries under study is not to be found in the

framework of integration legislation. This obviously also concerns those countries where specific legislation on integration was not implemented at the beginning of the project. But this is also the case in countries where such legislation was already in place at the time. Thus, for a comprehensive analysis of integration policies, a legislation in other areas have to be taken into account ranging from labour market legislation, the school and health system, housing policies to questions of naturalization or political participation of migrants. On the other hand in all countries under study a broad range of integration measures have been developed over the years on different political and societal levels. State policy is oftentimes closely involved in related activities, be it in a coordinating function or by attributing funds to specific programmes or projects. Thus, integration policy is to a large extent taking place “outside” the scope provided for by specifically targeted legislation, both on the horizontal and the vertical level. Though integration policy on state level is a novelty in many countries - the Netherlands form an exception in this respect - integration measures have a longer tradition on regional or municipal level. In fact state policy in the area of integration oftentimes builds upon models that were developed and experiences that were made on the regional or municipal level regarding both underlying concepts as well as implementation procedures. This also reflects the fact that “integration” understood as a concrete social process takes place at the local level.

This study also gives a preliminary assessment of compulsory and voluntary programmes, respectively, In particular, it tries to provide the various assessments made on advantages (or disadvantages) of compulsory over voluntary measures. The Netherlands represent a particularly interesting case in this regard. In the Netherlands, there is little opposition among persons involved in the implementation of integration programmes vis-à-vis the compulsory nature of the courses. Rather, the obligation to participation in induction programmes is seen as a normal part of the settlement process of newcomers. The general attitude could be summed up under the line “newcomers have rights *and* obligations”. Generally, there seems to exist agreement upon two aspects of the compulsory character of the integration courses. First, it is generally admitted that the compulsory character of the programme might not even be the decisive factor because most newcomers are very motivated themselves to learn the language and to participate in the integration courses. Second, it is equally emphasized that the obligation to participate in the integration programme is favourable for women, especially for those immigrant women who otherwise would not have the opportunity to follow a course, because of their limited freedom of movement outside the home. This view seems to be widely shared by various experts from the local government, NGO’s and people involved in the implementation of the integration courses. Generally, the newly arrived migrants are motivated to participate in the integration courses. They have high expectations of their coming to the Netherlands and believe that learning the language is a prerequisite to realize their ambitions. However certain differences can be stated between different groups of immigrants. The integration courses are offered to newcomers free of charge. As yet, no costs are involved for participants, but this will change when the new policy will be implemented: course participants will have to pay for the course. Newcomers who are actually enrolled in a course or who have recently completed the course often know already what the policy changes will be. Asked for their opinion, it seems that migrants are not so much opposed to the obligation to participate in integration courses, but oppose the idea of having to pay for the course. The revision of the WIN is foreseen in the nearby future, it is not yet current practice. The current Integration of Newcomers Act (WIN) is under revision and affects the compulsory/voluntary character of the integration programmes – the main focus of this study. The basic changes involve:

greater responsibility of the newcomer for his/her own integration programme; the integration programme is financed by the newcomer him/herself, not only the integration of newcomers is compulsory, but also the integration of the immigrants who are already settled in the country; the integration starts already in the country of origin, where the immigrant needs to pass a Dutch language test in order to get a visa in order to apply for a residence permit once the immigrant has arrived in the Netherlands, the organisation of integration courses will be entirely left to the market (that is profit and non-profit organisations) and the role of the municipalities will be limited to providing information and controlling the integration process. Several opinions may be discerned as to the question of the compulsory character of the integration programmes that will also be introduced for immigrants who are already settled in the Netherlands before the introduction of the WIN. Some believe that it is too late already to require that the first generation 'guest workers' who arrived in the sixties and seventies should be obliged to follow an integration course. Others do not oppose the compulsory character of the measures because they believe that it gives an educational opportunity to people, especially women, who would not have this chance otherwise. Another aspect of the new law that is heavily discussed, is whether the expertise and professional knowledge that has been built up till now will get lost when the implementation of the integration programmes will be entirely left to the market. First, it is noticed that there is a shift from the solution of the problems in the current infrastructure of the integration programmes to an emphasis on the responsibility of the newcomer. Second, there is widespread concern that the degree of professionalization that has been established and that the expertise that has been developed cannot be granted in the future. Finally, municipalities oppose the idea of being responsible for the enforcement of the law, while at the same time losing their role as principal directors of the integration-programme policy. Overall, besides the already elaborated factors concerning motivation and the weakness of sometimes limited reach of voluntary measures, it was pointed out as an further advantage of voluntary measures that they enable migrants to choose the offer most suitable for their personal interests and needs. Furthermore, project managers are quite independent in the actual planning of the contents of the courses. Moreover, they are flexible during the courses in regard to the participants' concerns and particular needs. Voluntary measures, due to their "market oriented" nature, tend to be up-to-date in particular regarding the actual needs and interests. Concerning Germany, the standpoint of all four groups which were interviewed (i.e. state and non-state representatives, project managers and immigrants) varies considerably in regard of the meaning of compulsory integration measures. The analysis of the immigrants' interviews showed that they consider the introduction of compulsory integration courses a rather positive development. In particular, they regard the 600-lessons-comprising language course as extraordinarily important. Immigrants strikingly often mentioned that they knew people from their own social environment who had been in the Germany for a longer period of time (up to 10 years) and had only a very poor command of the German language. Similar experiences were expressed by interviewed migrants in Switzerland. The problem of a lack of language acquisition by immigrants, according to their opinion, could best be tackled by means of language courses which are compulsory at a very early stage. The opinions expressed by state and non-state representatives and project managers proved to be more diverse. Those who favour compulsory measures basically reason that without the compulsory character the success of integration will not be realised and the political aim codified in the Immigration Act will be missed. They are aware of the fact that with this approach a certain pressure is exercised on the immigrants – something that is intended and unavoidable to achieve the aims set. They admit that there are surely many immigrants who would make use of voluntary offers but that

voluntary measures would not reach all of them. As the German language is very difficult for immigrants to learn, they assume the number of drop-outs to be relatively high in case of options with voluntary character. Moreover, they frequently pointed out that fast and founded learning of a language would not only be in the interest of the immigrant but also in the receiving society's. If immigrants are able to acquire basic knowledge of the German language right at the beginning of their sojourn, the integration process will start quicker for all parties involved, immigrants as well as non-immigrants. Among the interview partners, particularly the NGO representatives and the project managers, expressed their concern about the compulsory system. They emphasise that while it is a very sensible approach to commit immigrants to the German language right from the beginning, learning, however, could only be done voluntarily. The crucial point in their arguments is that a system that is based on pressure which forces people to integrate will lead to a result that is quite contrary to what was intended. Successful language acquisition cannot be achieved with pressure they argue, but only with voluntary participation of immigrants in adequate language training activities. The compulsory character of the participation in the language courses suggests that immigrants are generally unwilling to learn and integrate. In their experience, immigrants, however, are mostly very eager to learn the language. Therefore the experts fear that the pressure might cause reactions of total refusal by the immigrants, which could have a negative impact on the integration process. Additionally, they suggested that the compulsory approach in the Immigration Act demanded too much from the immigrant at a too early stage. Alternatively they suggest a system considering the "integration biography" of the immigrant, allowing him/her to autonomously attend and choose the courses. Similarly, overall the opinions on the sanctions as such differ considerably. Advocates also include parts of the migrants interviewed. It was nevertheless pointed out that the use of sanctions should be the *ultima ratio*. Critics refer to the often limited financial situations of migrant families and therefore criticise further financial burdens. The alternative to increase a system of incentives was emphasized. In Switzerland, regarding the target group of the draft Foreigner Nationals Act, some interviewed experts pointed out that integration programmes should not only focus on new immigrants with the perspective of permanent residence but also on a much broader circle of beneficiaries, i.e. above all those immigrants who are already residing in Switzerland. Particularly the non-state representatives express the opinion that it is wrong to exclude new immigrants from EU-countries from being a target of future regulations and implementation. Integration experts from the Federal Office, on the other hand, argue that such a distinction can be justified because problems of integration and the resulting need for integration measures are more pressing for migrants of non-European countries than for Western Europeans or North Americans. More importantly, due to the agreements on the free movement of persons, EU and EFTA nationals cannot be obliged to comply with compulsory integration provisions (which therefore can only refer to migrants of non-EU and non-EFTA nationals). However, they can also not be deprived of benefits. It is therefore furthermore argued by the Swiss authorities that the *right* to integration measures exists for all, i.e. that language courses cannot be mandatory for nationals from EU and EFTA countries, but that they would have to have the right (the possibilities) to use the offers as well. The introduction of a system of initial promotion of integration for newly arrived immigrants was assessed positively by all the experts interviewed. The non-state representatives, however, point out that promotion of integration should not be limited to language training only. The standpoints of the different interviewed experts vary considerably with regard to expected usefulness, impacts - including motivation of the target groups concerned - and consequences of compulsory integration measures. A majority of the immigrants' and

course instructors' is of the opinion that the immigrants' motivation in case of a voluntary participation in an integration measure is much higher than in case of compulsory participation. A closer look at experiences made in connection with integration courses support this assumption. The attending participants are all said to be eager to learn and attentive. Some of the persons interviewed had resided in Switzerland for a longer period of time already, but had not been able to learn the language - mainly because of their working necessity and schemes did not allow them to do so - and now had finally the time and money to tackle this long-lasting issue. One further advantage of voluntary participation thus is again that it enables the immigrant to choose the offer most suitable for his/her personal interest and needs. Interestingly enough the analysis of the immigrants' interviews showed that not all of them considered the introduction of compulsory integration courses necessarily a negative development. In particular, they regarded them being approached at an early stage after arrival and the provision of relevant information as extraordinarily important, if embedded in certain conditions, especially financially affordable; the obligation as such was considered as being of less importance. Having said this, a few of the migrants interviewed also reacted negatively to a possible obligation, fearing that this would endanger their own autonomy and freedom of decision-making, respectively "not wanting to be told what and how to do" as an independent adult person. It was noted that if naturalisation is made difficult, these obligations could be felt like harassment. Furthermore, arguments from certain course instructors and programme managers were in favour of an obligation as being necessary and important, especially for refugees. Since the Swiss model of the welfare state often is a novelty to refugees coming from different social systems and contexts, the target group is often not familiar with state response to occurring needs. It is of particular importance that refugees become somewhat "activated" in shaping their future from the very beginning of their residence, otherwise the inhibition threshold to register for a course automatically increases. This can result in growing passivity and retreat, exchange with others limited to contacts with countrymen only, and find its final expression in an "ghettoisation". Such attitudes, notwithstanding the fact that they are comprehensible from the point of view of foreigners residing in a strange environment, prove to be counter-productive in the long run. Under specific circumstances a certain amount of outside pressure can be assessed as being necessary, this does of course not only refer to foreigners but is characteristic for human nature in general regardless of nationality. Persons of the target group shall be encouraged to realize their personal responsibility as soon as possible and at the same time develop perspectives for themselves. Mandatory measures shall more than anything else contribute to the avoidance of a situation where individuals who have lived in Switzerland for years never manage to acquire language proficiency. Wrong patterns should be reversed as early as possible, an obligation sometimes constitutes an appropriate means, reaching beyond mere "empowerment", experience shows that persons concerned oftentimes also discover their pleasure of language acquisition and contact to other cultures. However, it was pointed out in many of the countries compared, also by non-governmental and linguistic experts in Austria, that a real mutual process of integration would also mean that the receiving society has to provide rights and opportunities as well, such as openness, equal rights and access, protection against discrimination and generally all the necessary conditions for migrants to be able to succeed in this society, which is often not the case. Generally speaking, if willingness and responsibility on the part of the migrants are requested, then the corresponding offer has to be provided as well, namely the provision of introductory programmes in the necessary quantity, quality and accessibility. Governmental experts in Austria acknowledge that learning the language of the country in which one wants to live constitutes a natural goal for many immigrants. On the other hand

language acquisition, is the opinion, should be seen as “investment in the future” by immigrants, therefore the compulsory nature of the integration agreement should not be interpreted as “anticipated distrust”. It is seen as legitimate to directly communicate that commanding the language is desirable and necessary, even more as the persons concerned consciously decided to live in Austria.

In general, especially shown through the tendency of linking introductory programmes with residence permits, the obvious trend of introductory programmes being more and more linked to admission, residence and migration policy and immigration control in general can be observed.

1. FOREWORD AND SCOPE OF THE STUDY

The focus on, and considered importance of, integration policies have increased in European states during the last few years and so has the attention the topic receives within the European Union. In order to reach set-up objectives for the European economy respectively in response to expected long-term demographic trends, in particularly the aging of European societies and the expected shortfall of labour, increasing attention has been given to discussing possibilities of legal immigration and integration of immigrants admitted. The increasing focus on integration within the European Union could be said to mirror the development within many of the European Union Member States, where an increasing trend towards distinct integration policies, with or without compulsory elements, can be noticed. It has been suggested that in order to release the full potential of immigrants in receiving societies, it is indispensable to provide them with the necessary means to integrate fully into the community.¹

This study aims at collecting information on the impact of compulsory and voluntary integration measures in five European countries, Austria, France, Germany, the Netherlands and Switzerland, as well as to compare content and implementation of these measures. Initially the project was meant to mainly focus on introductory programmes, however since in some of the countries compared, there is still rather limited experience in this regard, broader integration policy was touched upon as well, especially for those countries where compulsory introductory programmes are not in place or were just very recently set up.

The present comparison is based on country reports for the comparison countries covering the policy and legal situation for the most part until 31 December 2004, although aiming at going beyond this date where possible. As mentioned before, for some of the comparison countries this timeframe does not include effective compulsory integration measures. Consequently, this study also largely refers to experiences made with regard to voluntary integration measures in those respective countries while at the same time attempting to also refer to the new regulations on compulsory integration measures that recently entered into force, will enter into force in the near future or are planned in the national parliaments.

When the project team started its work it consciously avoided defining the concept of “integration”² beforehand. The rationale was that any precise definition would have a limiting effect during the course of the work and might even have an adverse effect on the outcome of the analysis since the concepts used, whether implicitly or explicitly, might vary widely among the countries under comparison. One thought was that through national reports dominant understandings of integration in a given country and national definitions might be given on the concepts used in integration policy; however the country studies suggest that no clearly pronounced official definitions seem to be in use. Nevertheless, the intentions behind regulations, the intended results and outcomes and the

¹ Communication from the Commission on immigration, integration and employment COM (2003) 336 final.

² A distinction needs to be made between ‘integration’ as (a) a sociological concept, which takes place – at least in part – irrespective of government policy; and (b) ‘integration’ as used in the context of integration policy/measures (the actual focus of this report). In Dutch, in this second sense the term “*inburgeren*” is used (burger = citizen): so it refers to rights and obligations as a citizen.

development of integration measures as described in national reports provide some indications as to the concept of integration and “meaning” of integration in the respective national contexts. Thus, some central ideas underlying the concept of integration, even though not in the form of clear cut definitions, are clearly crystallising.

It should be pointed out that there are considerable differences in the respective countries concerning not only the scale of and the experiences made with introductory programmes, but also the definition of the latter, as will be outlined in the following, which lead to considerable broadening of the scope of the analysis and this study in general.

2. LEGAL ANALYSIS

2.1. INTRODUCTION

The basic intention of this section is to describe and compare the different regulations governing integration in the states under comparison as well as the intentions behind the regulations. The comparison is based on desk analysis and the country reports that were submitted by the participating partner institutions and organisations in the relevant states for this study.³

2.1.1. Existence of integration agreements

In the states covered by this study, integration policies have been developing over time and different kinds of introductory programmes for newcomers are already in place, or are currently being implemented, planned or discussed. In the Netherlands, integration policy has developed over a longer period of time than in the other states under comparison and can be considered as being both well established and comprehensive. A compulsory integration contract is in place since 1998 and is currently undergoing revision based on experiences made. Both Austria and France have introduced integration contracts or agreements, but of a later date and different character compared to Dutch introduction programmes. In Austria a compulsory integration agreement⁴ is in place since 1 January 2003 and in France a voluntary integration contract⁵ is in force since July 2003 in 12 French sub-regions (*départements*) and has in 2004 been extended to 26 sub-regions. The German Parliament has very recently adopted legislation incorporating a compulsory integration course that has entered into force on 1 January 2005. In Switzerland, a new Foreign Nationals Act is being discussed that, even though it abstains from explicitly implementing an “integration agreement”⁶ or imposing compulsory integration measures, would still contain a (limited) system of incentives and sanctions that will enable

³ Information also comes from official legal documents as well as official governmental background documents and information. In some cases research papers have been used and are then quoted.

⁴ *Integrationsvereinbarung*.

⁵ *Contrat d'accueil et d'intégration*.

⁶ Although in the draft version of the New Foreign National Act of the National Council, the lower chamber of the Federal Assembly, (Nationalrat) debate in June 2004 it is stated that the possible condition (for the issuing of a residence permit) of having to attend a language or integration course can be laid down in an integration agreement (Art. 52 Abs. 2bis).

the authorities to reward or sanction successful or omitted integration efforts by foreigners. Furthermore a partial revision of the ordinance on integration, which forms the legal basis for integration policy in Switzerland on federal level, is envisaged to take place in 2005. In this analysis, the intentions behind these integration contracts as well as their content will be examined. In addition the role of integration contracts within the states' integration policy as a whole will be studied. In those cases, where there are impending changes to integration policy, the question subject to analysis will be investigated from both the perspective of present policy and planned future policies. The discussion about current and future policies will thus take place simultaneously.

2.1.2. Basic intentions behind measures

Central to the ideas behind the policies of the participating states is to make sure that migrants acquire the necessary tools to participate in the economic, cultural and social life of the receiving societies, and get equal access to rights and opportunities as well as duties. In the Netherlands, especially the promotion of self-sufficiency of newcomers as regards training in the Dutch language, as well as social and vocational orientation, is emphasised. Migrants should be able to "function" independently in Dutch society as soon as possible. The reason behind the policy is the belief that early attention focused on newcomers will prevent marginalisation and the formation of new socially deprived under-classes, i.e. the formation of new groups of underprivileged in the long run.

In Austria, the objectives of the integration agreement put special emphasis on the acquirement of basic German language skills within the general aim of a quick integration into the society. To further the adjustment of migrants to Austrian language and culture as well as enhancing the benefit for the Austrian labour market were explicitly stated ideas behind the proposed measure.⁷ Similarly, the aim for the wider supportive measures of Austrian integration policy is the inclusion of migrants into the Austrian economic, cultural and social life as well as support of equal opportunities.

For France, the main objectives are described to be to provide immigrants opportunities, rights and duties to facilitate their integration into the French society. The acquisition of language skills and the knowledge of the society should be encouraged to facilitate the participation in the social, cultural and economic life in France.

Regarding the case of Germany, there has to date been no officially stated goal of integration policy that applies to all areas of integration management. As the goal of integration, equal access to all aspects and institutions of society is often mentioned. The sixteen *Länder* have formulated their individual principles or concepts of integration management. They share the underlying assumption of integration as a reciprocal process, which concerns both immigrants and the receiving society and which does not imply the abandonment of the immigrants' cultural identity but the acceptance of the basic democratic principles and values of the German society. The "Independent Commission

⁷ Rohsmann, K. (2003) „Die „Integrationsvereinbarung“ der Fremden-gesetz-novelle 2002. Integrationsförderung durch Sprach(kurs)zwang?“ (The „integration agreement“ of the 2002 amendment of the alien law. Promotion of integration through language(course)obligation?), unpublished Thesis, Univ. of Vienna, presented May 2003, p. 69.

Immigration", whose final report in 2001 markedly influenced the political and public debate on integration, ties integration as a political task to the goal of facilitating the equal participation of immigrants in social, economic, cultural and political life while respecting cultural diversity at the same time.⁸ With the new law and the introduction of mandatory integration courses on 1 January 2005, a clear emphasis was put on language acquisition as the core area of state integration policy.

Regarding current federal legislation the Swiss approach towards integration is formulated in the "ordinance on the integration of foreigners".⁹ The ordinance provides a definition of integration by formulating four fundamental principles, on which all state action shall be based: all efforts to foster mutual understanding between the Swiss and foreign population; all efforts to facilitate living together on the basis of commonly shared fundamental values and behaviour patterns; all efforts to acquaint foreigners with state structures, facilities, rules and regulations, societal and living conditions in Switzerland; and all efforts to create favourable framework conditions for equality of opportunity for foreigners and for their participation in social life. The equal access of foreigners legally residing in Switzerland to governmental and societal institutions is considered to be the key element of integration in general. Integration is perceived as "a mutual and reciprocal process", requiring both the foreign nationals' readiness¹⁰ to integrate as well as the openness on the part of the Swiss population to allow this process to take place.¹¹

2.1.3. Relations to other policies

It should be pointed out that since integration is regulated in very different ways in the countries under consideration, which also might have very different legal systems, information given in reports is sometimes hard to compare. In countries with fully-fledged, well-established integration policies, such as the Netherlands, national reports concentrate on describing comprehensively those measures, while specific programmes or projects or flanking measures are given much less attention. In other countries, such as France, where legal integration policies as such is a relatively new development, and not even regulated in fully fledged laws, the national report describes integration policy considered as resting on a combination of different policies, which accordingly are described. Similarly, anti-discrimination policies are considered part of integration policies and thus also described as part of these policies for some countries whereas in others, this kind of information is left out, as considered part of other, distinct or completing, policies. This does of course not in any way mean that the latter have no or less important anti-discrimination policies and it is also not the intention of this report to convey such an impression. Another example for an integration policy which is explicitly defined as being related to

⁸ *Unabhängige Kommission Zuwanderung: Zuwanderung gestalten, Integration fördern.* (Independent Commission „Immigration“: Structuring immigration, fostering integration.) Berlin 2001, p. 196.

⁹ *Verordnung über die Integration von Ausländerinnen und Ausländern* (VintA) (Ordinance on the integration of foreigners) of 13 September 2000 (as of 26. September 2000), Art. 1 – 3. The „ordinance on integration“ is the implementation provision of the *Bundesgesetz über Aufenthalt und Niederlassung der Ausländer – ANAG* (Federal Law on Temporary and Permanent Residence of Foreigners) of 26 March 1931 (as of 17 December 2002). The ANAG forms the legal basis for integration measures on national level in Switzerland.

¹⁰ The proposed legislative changes will put even more emphasis on the migrants' "readiness to integrate."

¹¹ Federal Office for Migration (FOM), *Integration, Principles of Swiss Integration Policy*, available at <http://www.bfm.admin.ch/index.php?id=182&L=3> (23.05.2005).

other policy areas is Switzerland, where migration and integration policy is traditionally very closely linked to labour market policy. Though labour market policy in general prioritises highly qualified foreigners with regard to residence and work permits, the majority of the foreign population (not originating from Northern and Western European countries) is engaged in the low-skilled sector. Related legislation contains a number of specific measures to foster labour market integration of individuals with restricted access to job opportunities. These offers are also available for migrants who find themselves more often in a situation covered by these programmes than Swiss residents. Similar close ties between integration and labour market policies exist in Germany, where general and migrant-specific measures fostering better access to the labour market as well as increased individual qualifications are offered. The facilitation of naturalisation is another major point of discussion in Switzerland. In comparison to other European countries the Swiss naturalisation process is, due to “Swiss Federalism”, more complex, expensive and time consuming. The main argument of those in favour of facilitated access to citizenship is the assumption that naturalization¹² cannot be solely regarded as the end of a successful integration process but has to be seen as an important step towards integration of its own. In this respect the Swiss Parliament had already adopted the required implementing laws on constitutional amendments, but the electorate did not give their approval on the popular vote on 26 September 2004.¹³

2.1.4. Municipality or state level

It should be noted that measures, rules or regulations dealing with integration do not take place only at the state level for many comparison countries, but also at other levels such as regional, municipal and provincial levels. While it is not possible to give a full inventory here, a task that would go beyond the scope of this study, it is important to bear in mind that integration policy takes place at virtually all levels of government, and especially what implementation is concerned, is often essentially a local matter.

Due to its federal system in Switzerland, for example, most public tasks lie with the responsibility of the cantons. This also refers to the so called “regular structures” (school system, health system, labour market etc.), which are considered to be most relevant to integration measures. The task of integration policy and integration measures therefore lies mainly in the competence of the cantons. In the meantime nearly half of the cantons and many municipalities have developed their own Integration Models (*Integrationsleitbilder*) and appointed Integration Delegates (*Integrationsdelegierte*). On the other hand, debates on the cantonal and municipal level regarding integration showed a development quite similar to debates on the federal level. The implementation of specific administrative measures related to integration and the development of corresponding institutional structures took place prior to

¹² Proposed changes of the naturalization law intended to facilitate the access to citizenship in two main areas: First, young foreign nationals who were born in Switzerland or have grown up there (young people of the second generation) should be given the opportunity to apply for naturalization between the ages of 14 and 24 provided they have completed at least five years of their compulsory schooling in Switzerland and hold a residence or settlement permit. Second, children of second-foreign nationals shall receive Swiss citizenship at birth, provided their parents give their consent.

¹³ It should be noted however, that since the mid 1990s half of the cantons have independently introduced simplified naturalization for young people.

the federal level but also dates back only to the recent past¹⁴, e.g. the introduction of the Integration Models in Zurich and Basel¹⁵ in 1999. These models influenced policy development on the federal level to a large extent, regarding both underlying concepts and implementation procedures. The federal level has foremost a coordination function. Still, the changes of the aliens law in 1996 and the entering into force of the “ordinance on integration” in 2000 provided the federal level with the authority to actively implement integration measures, namely by the possibility to attribute federal funding for integration projects. Furthermore, in canton Basel-city, a cantonal Integration draft law (with a compulsory element) is already being discussed.

In France, local social cohesion governmental services prepare local programmes with other governmental services involved in integration, agencies (local services) and regional departmental and municipal authorities.

Another example in this regard are the Netherlands, where under the *Wet Inburgering Nieuwkomers* (WIN) – the Integration of Newcomers Act –, the municipality bears primary responsibility for implementation of – on state level regulated - integration policy for newcomers. The national government plays a stimulating and supporting role in this regard.

Furthermore, in Germany and Austria, integration policies, sometimes also secondary legislation, such as regulations, particularly on the implementation, also take place in the *Bundesländer* (the federal states). Again, sub-national policies cannot be outlined in its entirety in this study, but will be exemplified below. In the case of Germany, the municipalities play a large role when it comes to the implementation of state- and Länder-integration legislation. Integration happens at the local level – therefore, an increasing number of municipalities in Germany develop integration concepts and include integration as a central area of their strategic management.

2.1.5. Differences in target groups

This study will also analyse the different groups targeted by the relevant introductory programmes in detail in the following sections, but it should already be noted beforehand that even if overall newly arriving immigrants are concerned, considerable differences exist also in this regard as it will become clear through the description and analysis. The ideas in this regard underlying Dutch integration policies are for instance markedly different (compared to the other countries) in that, labour migrants are explicitly exempted from the WIN (with the exception of clergy) whereas these are targeted elsewhere. (Please see below section 2.4.1. on target groups)

¹⁴ M. Gattiker, *Die Bemühungen zur Integration der ausländischen Wohnbevölkerung auf Bundesebene* (Attempts of integrating the foreign population on federal level), Beilage zum Referat, p. 3.

¹⁵ Integration Basel-Stadt, available at <http://www.welcome-to-basel.bs.ch/integrationsbroschuere.pdf> (06.05.2005)

2.1.6. Structure of the analysis

The first chapters of this analysis will discuss background development and intentions behind legislation as well as concept and ideas. After this the actual content of integration measures will be described and compared.

2.2. BACKGROUND DEVELOPMENT

Objectives and laws have developed over time in all participating states and different levels of policy building have been reached in this process, which is a fact that has to be taken into account in the analysis.

As mentioned above, in the **Netherlands**, a comprehensive integration law, the WIN, is in force since 1998 and is now undergoing revision. Integration became an issue in Dutch politics in 1980 with the government's response to the Netherlands Scientific Council for Government Policy (WRR)'s report *Ethnic Minorities* (1979). In 1981 and 1983 this was followed by a draft Minorities Memorandum and final Minorities Memorandum, respectively. The idea behind these policy outlines was that ethnic minorities resulting from immigration should be enabled to participate within society without relinquishing their own ethnic identity. In the 1990's minorities-based thinking was replaced by attention for all (potentially) deprived groups in society and from then onwards the government is pursuing *integration policies*. Specifically targeted at migrants is the WIN. The organisation of the WIN builds on regulations introduced in 1996 when integration agreements were mainly concluded on a voluntary basis. Because of continuing immigration, the success of the integration policies and experiences with integration contracts, it was decided to reinforce integration policies through a statutory regulation that applies to both newcomers and municipalities.

In **Austria**, it was not until recently, with the entering into force of the so-called "Integration Agreement" in 2003¹⁶ that integration policy was given substance and detail and concrete action was demanded from authorities and immigrants. Before this, since the early 1990s, the objective of integration was stated in law but without any particular actions specified. Arguably, however, the concept of "consolidation of residence", introduced in a major reform of aliens legislation in 1997, was a first major step towards a more proactive integration policy. The reform greatly improved the rights of third country national who are long term residents after successive stages and removed some of the legal obstacles to wider socio-economic integration.

First plans for the Austrian "Integration Agreement" can be found in the government programme of the ÖVP-FPÖ¹⁷ government in February 2000. The programme adopted the motto of the preceding

¹⁶ In this regard the Austrian Aliens Law was amended in 2002 accompanied by a ordinance adopted in the same year.

¹⁷ Austrian People's Party - Freedom Party.

SPÖ-ÖVP government “Integration before Immigration” (“*Integration vor Neuzuzug*”). The Chapter “Comprehensive Integration” (“*Umfassende Integration*”) calls for concrete measures that should be taken in order to facilitate the integration of immigrants. A first draft of measures to promote integration processes of migrants was proposed in April 2001 by the FPÖ. As stated by government officials, integration should be warranted by “the participation in the working life, the completion of the compulsory education or the willingness to take integration measures within the framework of an integration contract”.¹⁸ After an analysis of different European integration measures that was commissioned by the Austrian Ministry of the Interior and certain changes as regards the content, the measure, now called “Integration Agreement” (“*Integrationsvereinbarung*”), was decided upon at the Council of Ministers on the 4th of June 2002.

The organisation of the welcoming of newcomers in **France** dates back to the 1970s. The first instruction was issued in 1973, creating a national “welcome” network, mostly using local governmental services and specialised social services. This organisation was reformed in 1991 and 1999, but with no direct link with any individual integration process. A November 2001 report by the High Commission on Integration (HCI – Haut Conseil à l’Intégration) on welcome and introductory programmes was the starting point of a new reflection about integration. This report advocates integration as the central concept, and promotes what is called “integration trajectories”. Introductory measures are an essential step of this trajectory, though not the only one. HCI developed the idea of a contract between the French Republic and each newcomer (quoting other European countries and Québec), as well as the idea of a ‘Public Welcome Service’ (*Service public de l’Accueil*), meaning the notion of a public service in the French legal system addressed to all legal migrants all over the French territory. The 10 April 2003 National Committee on Integration eventually decided to promote a proactive introductory policy for newcomers, equal access to social and professional rights, fight against discrimination and racism, based on total respect of the basic principles of the French Republic and clear refusal of so-called “community withdrawal”. The French Government is currently considering how the integration contract could be given a legal basis and be made obligatory. This also includes establishing a direct link between meeting the integration requirements and access to long-term resident status for all migrants (including French citizens’ family members).

The debate on immigration and integration in **Germany** was for a long time dominated by the assumption that immigration was a temporary phenomenon and integration therefore not necessary. What proved to be a misconception had its origin in the immigration of guest workers, which started in 1955 and ended in 1973 with the ban on recruitment. The foreign workers, so it was assumed, would not settle in Germany permanently and thus would not bring their families with them. Germany, for the longest time, did not view itself as a country of immigration. Due to this misconception, a comprehensive and sustainable social and political integration of immigrants was not pursued. As a consequence a large demand for integration measures for immigrants who have already lived in Germany for a longer time is stated today.

¹⁸ Account carried forward at the Council of Ministers on the 13.8. 2001, in: Wiener Integrationsfonds (Ed.) (2001) „Wohnbürger/innenschaft statt „Integrationsvertrag“ („residential citizenship” instead of “integration contract”), Vienna, p. 11.

In the 1980's and 1990's the large number of foreign workers and their families who remained in Germany over the years as well as the growing influx of asylum seekers and refugees turned issues of integration and integration management into a widely debated topic. As early as 1978 the first Federal Government Commissioner for the Integration of Foreign Workers and their Spouses was installed. Since November 1997 the office is fixed by law - the Federal Government Commissioner for Migration, Refugees and Integration is appointed by the federal government and supports the government as an independent consulting agency in matters related to the further development of integration policies.

This paradigm shift in regard to integration has come a long way. Most social and political forces now acknowledge the reality of Germany as a country of immigration. Given that immigration is closely linked to integration, there have been several attempts to newly structure and focus the system of integration management since the change in government in 1998. These efforts have finally led to the new immigration law that came into force 1 January 2005 and for the first time introduces a comprehensive integration policy with the core of a compulsory integration course particularly for new third country immigrants.

Though immigration issues have been high on **Switzerland's** political agenda since the 1960s a specifically targeted immigrant or integration policy on the federal level has been missing until the recent past. Swiss immigration policy has traditionally focused on domestic labour market needs pursuing a "strict rotation principle".¹⁹ The basic intention was to recruit foreign labour force on a temporary basis and return labour migrants to their home countries after completion of their jobs or in times of an economic downturn. The vast majority of foreigners were granted a permanent residence permit (*Niederlassungsbewilligung*) only after residency in Switzerland for a minimum of ten years. Due to the fact that most of the foreign workers in Switzerland only held temporary residence permits they could be sent home by simply not extending the permits.²⁰ Subsequently there was no real demand for a broader political approach in the area of integration. If at all, measures of integrating newcomers were intended to rather be taken by the private employers and not by the state (*integration by work place*).²¹ While in the past, due to the restrictive residence policy, foreign workers indeed returned to their home countries after the expiring of their labour contracts, more recent developments changed the picture quite substantially, as it became evident that contrary to the "rotation principle" in reality many of the "guest workers" remained in Switzerland. This mainly resulted from three important legal changes taking place between the 1970's and 1990's: First, the residence status of foreigners was improved on basis of bilateral agreements (e.g. with Italy). Second, most of the EU nationals were given the right to obtain a permanent residence permit already after five years. Third, starting in the mid-seventies, the obligatory unemployment-assurance and several other welfare provisions were introduced. The increase of unemployment in the beginning of the 1990s compelled decision-makers to deal with the issue of integration more thoroughly for the first time.

¹⁹ See L. Lucassen, Paths of Integration: Similarities and differences in the settlement process of immigrants in Europe, 1880 – 2000; Position paper (June 2002); available at <http://www.imis.uni-osnabrueck.de/biling/position.pdf> (15.10.2004) or at <http://www.iisg.nl/cgm/imis-cgm-pp.doc> (30.05.2005).

²⁰ See H. Mahnig, A. Wimmer, Integration without Immigrant Policy: the Case of Switzerland, EFFNATIS Working Paper 29, November 1999, p.8

²¹ M. Gattiker, Die Bemühungen zur Integration der ausländischen Wohnbevölkerung auf Bundesebene (*Attempts of Integrating the foreign population on federal level*), Beilage zum Referat, p. 3.

Unemployment affected foreign workers more than the Swiss population, since foreigners were occupied in economic sectors struck the most by the economic downturn. While in the past these foreigner workers were forced to leave Switzerland after expiring of their contracts because of sheer economic reasons, now they had the financial means to stay even in case of unemployment.

Today about 60% of the foreign population was either born in Switzerland or resides in the country for more than 10 years. Throughout the 1990s family reunification replaced occupation as main contributing factor to immigration as a whole. This also meant that a large part of newly arriving immigrants (children, wives, husbands) did not automatically enter the labour market anymore. Therefore the traditional concept of *integration by work place* became less effective. The question of integration policy on a broader basis increasingly became an issue. In 1995 the Federal Council (*Bundesrat*) defined integration explicitly as a political goal for the first time.

Trigger for current/future integration policies

In most cases it is possible to trace present or future legal changes in the comparison countries back to political events such as government changes or other issues leading to a change in policy. Most vividly this is illustrated by the case of the Netherlands where it is expressed in the country report, that the huge success of the party of the late politician Pim Fortuyn (LPF) in the national elections 2002, made clear to most other parties that “the voter” wanted a tough stance on integration and immigration. The present government, built upon the 2003 elections (a government with the LPF that was formed on the basis of the 2002 elections but was not long-lived) and was comprised of a coalition of mainstream parties (both liberal parties and the Christian democrats) has explicitly abandoned multi-culturalism as a policy goal, and has linked-up the issues of integration and immigration by making the completion of an integration course a condition for being granted unlimited residence rights. In Austria the present integration policy, with the integration agreement, was expressed by the government after a government change in the country in 2000.

For the cases of France and Germany, no precise trigger is expressed for development of future policies. In France the discussed changes are said to be having their grounds in a lack of migrant participation in the present voluntary measures and a need to clarify the message given by the current practice, where non-compliance or non-acceptance of an integration contract, although it is not compulsory, can have indirect effects on the future issuing of a residence permit. In Germany, adopted changes originate from a paradigm shift in policy regarding immigration and integration, recognising Germany as a country of immigration and therefore also, acknowledging the need for integration. There have been several attempts to newly structure and focus the system of integration management since the change in government in 1998. These efforts have finally led to the new immigration law. In Switzerland integration became the focus of attention during the second half of the 1990s. During this period it became evident that contrary to the basic intention of the “rotation principle” foreigners in fact did remain in the country and in many cases were followed by their families. These developments together with a stated lack of *structural integration*²² of foreigners can be seen as the main trigger for

²² *Structural integration* refers to foreigners’ participation in the economic life and their access to the education and health system, i.e. integration through the so called *regular structures* (school system, integration by work place, labour market instruments etc.)

the intensified discussion on federal level. The preceding debate on cantonal and municipal level resulting in the introduction of “Integration Models” (*Integrationsleitbilder*) in Zurich and Basel in 1999 constituted another major influencing factor with regard to integration policy on federal level.

2.3. CONCEPTS AND INTENDED RESULTS

Under this headline central concepts behind integration contracts as well as the most immediate aims will be discussed. The intention is to bring up vital and fundamental ideas and elements that could be said to represent and encircle the integration policy of a certain state. The basic intentions have already been touched upon in the introduction. The objective of this chapter is rather to look at important notions that would show the basic methodology chosen on how to reach the goals.

The WIN, in the **Netherlands**, provides a number of obligations and rules, which together should lead to a situation where all newcomers who risk joining the underprivileged participate in the programme; that the integration programme offered to newcomers is shaped in such a way that municipalities are given enough space to provide “made-to-measure” programmes, newcomers take optimal advantage of this offer and early referral is made to further training or the job market.

The basic concept of the WIN is that it reinforces a statutory regulation that applies to both newcomers and municipalities. The municipality where the newcomer is registered is responsible for the implementation of the integration policy. The newcomer is required to apply for an integration inquiry, and participate in an integration programme that has been agreed with him. The government is responsible for the integration *programmes* or *courses*. With the suggested legal changes, this idea would be abandoned and be substituted by a system shifting focus regarding responsibility for integration from the government to other actors and above all the migrant himself. Moreover, the implementation of the integration programmes will be entirely left to the market. Indeed, the organization of the integration programmes, which up till now has been the main responsibility of the so-called Regional Educational Centres (ROC’s), will be left to the market. The national government will set up a certification system in order to guarantee the quality of the providers of integration programmes. The municipalities will no longer be the main authority for the implementation of the integration regulations. Their role will be restricted to provide information to those who turn to the municipality in search of information and to keep up with the observance of the obligations.²³ The migrant would with this system also be economically responsible for his integration. When the migrant can prove success with his/her integration process, an amount, up to a certain maximum, can be refunded from the state. Taking a test will also be a condition for receiving permanent residence permit. The new integration law will also institute demands for taking part in integration courses in the

²³ The municipalities do have a special responsibility as regards the integration of immigrants – mainly women – who receive social benefits and immigrants without social benefits or other incomes.

country of origin before coming to the Netherlands for immigrants who want to come to the Netherlands within the framework of family reunification or family formation.²⁴

In contrast to other states of comparison, **French** integration policy is explicitly considered to rest on three major bases, which are a comprehensive welcome policy for all legal new-comers, implemented all over France by a public service (authorities responsible), a global integration policy based on individual social and professional promotion, and the fight against all forms of discrimination.

Thus, apart from clear integration measures, also anti-discrimination legislation is considered part of integration policy. As regards the most specific of these bases and part of the welcome policy, the integration contract, the concept of it follows to some extent a similar principle as the system now in use in the Netherlands, of course with the exception that the contract is voluntary. The basic concept is the mutual engagement of the receiving state (France) and the newcomer and the idea is that the responsibility for integration programmes' participation should not be set first on the receiving society. The government and the receiving society can of course play a supporting role, but the migrant should take the initiative and be responsible for his own "integration trajectory". That is, he must be convinced that his own interest is to attend courses, so that he better understands the receiving society and its values, and that he can have increased opportunities to find his place on the labour market and to integrate.

The **Austrian** integration policy intends to lead to a situation where migrants can acquire basic German language skills and obtain the ability to participate in the social, economic and cultural life in Austria. Specific to the approach chosen is the comparatively narrow scope of the integration agreement with its strong emphasis on language tuition. Therewith, for the first time concrete expectations vis-à-vis immigrants was explicitly articulated and substantiated by the legislator. Regarding the actual implementation of the integration agreement, the responsible authority – the Austrian Ministry of the Interior – assumes mainly a coordinating function. The actual programmes and courses prescribed by law are carried out by a variety of organisations and the responsibility for certifying organisations to execute integration courses is assigned to the Austrian Integration Fund (*Österreichischer Integrationsfonds*).²⁵ Authorities responsible for labour market access and similar are not involved in the integration courses.

In **Germany**, the newly introduced integration courses emphasise the importance of language acquisition in order to enable migrants to participate in the social, economic and cultural life. The intention behind the integration course concept is to foster integration in the sense of social participation and equal opportunities by combining language training with information about Germany, its culture as well as its history, legal and political system in the form of a so called orientation course. The language part of the integration course aims at conveying sufficient language skills for matters of daily life, while the orientation course means to foster identification with the

²⁴ The stated aim of the integration courses in the countries of origin is that prospective immigrants will have attained some basic qualifications (e.g. first understanding of the Dutch language) before actually moving to the Netherlands. Indeed, attaining this basic knowledge shall be a precondition for the issuing of the visa (MMV) needed to apply for a residence permit once the immigrant has arrived in the country.

²⁵ The Fund was legally outsourced from the Ministry of the Interior in 1991.

German society and its basic values. Participation is mandatory for third country immigrants who have insufficient knowledge of the German language as well as for immigrants already residing in Germany for a longer time with continued integration needs. This core element of state integration policy is supplemented by a state funded system of social counselling for migrants during their first three years of residence in Germany carried out by social welfare organizations. The new legislation also foresees the development of a nation-wide integration programme. The intention of this goes beyond what is usually found in other (European) countries under this heading: it aims at the creation of a comprehensive, sustainable and strategic nation-wide framework for integration management across the different areas of activity as well as the various state and non-state actors involved.

The **Swiss** approach could be summarised as being both comprehensive and inclusive. Comprehensive in the way that it does not intend to have integration issues regulated exclusively in the framework of a specific law or a number of regulations but to be reflected in all legislation and state action. Inclusive in the way that it perceives integration as a mutual process which has to involve foreign and Swiss population in equal shares in order to be successful. The main task of the legislative and political decision-making process is to reduce existing barriers to foreigners' participation in economic, social and political life. The foreigners are requested to actively participate in the integration process themselves. Existing law as well as proposed changes in legislation abstain from explicitly implementing an "integration agreement". At the same time the new regulations will include an "integration obligation" by defining specific requirements to be fulfilled by the migrants but also by enabling the authorities to influence successful or omitted integration efforts by a limited system of incentives and sanctions. As mentioned above integration is perceived as being a task of the so called *regular structures* and therefore primarily lying with the responsibility of the cantons. The federal integration promotion program is intended to complement these measures by attributing funding to projects such as integration and language courses with special regard to target groups which are not integrated in the regular structures, projects which foster integration into the labour market, projects and initiatives with a special focus on the situation of female migrants etc.

Responsible institutions

	Austria	France	Netherlands	Germany	Switzerland
Responsible Institutions (At present)	<p>The Ministry of Interior</p> <p>Parts of decision-making are outsourced to Austrian Integration Fund</p> <p>The Austrian Integration Fund is by law responsible for certifying institutes allowed to give integration courses, evaluation of the curriculum and issuing certificates to language- and other institutes to carry out the Integration Agreement courses.</p> <p>The responsibility as regards supportive measures in 51 § of the Aliens Law falls on federal minister who has competence for the field of law in question.</p>	<p>The Ministry of Social Cohesion supervises the <u>Implementing Agencies</u>:</p> <p><u>The Agency for International Migrations</u>, and</p> <p><u>The Agency for Integration and Fight against discriminations</u></p>	<p>The Government bears the responsibility for integration measures for <i>newcomers</i> [<i>inburgeringsbeleid</i>].</p>	<p>Major actors in the promotion of integration:</p> <p>The federal government, i.e.: The Federal Ministry of the Interior and the Federal Office for Migration and Refugees (main tasks: integration courses, social counselling for adult migrants, nation-wide integration program; project sponsoring)</p> <p>The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (main tasks: social counselling for young migrants, project sponsoring)</p> <p>The Federal Ministry of Economics and Labour as well as the Federal Employment Agency (main task: vocational qualification and integration into the labour market)</p> <p>Due to the federal structure of Germany a number of legislative competencies also lie with the 16 <i>Bundesländer</i> (e.g. in the area of education)</p>	<p>The Federal Office for Migration (FOM/BFM)²⁶ bears responsibility for mainstreaming and coordinating integration policies. It coordinates (horizontally) interaction between administration offices on respective governmental levels and (vertically) the cantons. It is responsible for the integration promotion credit.</p> <p>The <u>Federal Commission for Foreigners (FCF)</u>, a commission of experts and consultative body to the Federal Office in migration and integration issues, has a bridging function to important civil society actors (NGO's, interest groups) and the authority to formulate recommendations in the field of integration policy.</p> <p>Due to the federal system, most public tasks lie with the responsibility of the cantons, including the so-called "regular structures" and therefore the main competence for integration policy and measures.</p>
Implementing institutions (At present)	<p>Certified Institutions as appointed by the Austrian Integration Fund</p>	<p><u>The Agency for International Migrations (Office des migrations internationales</u> – OMI) runs the welcome platforms for new comers.</p> <p><u>The Agency for Integration and</u></p>	<p>Under the WIN, the municipality bears primary responsibility for implementation of integration policy for newcomers. The national government plays a stimulating and supporting role and also provides the funding (to the municipalities).</p>	<p>General integration policy: the <i>Bundesländer</i> as well as the municipalities, NGOs and migrant organizations</p> <p>In regard to the integration courses: language training institutions</p>	<p>The Federal Commission for Foreigners (FCF) is responsible for implementing the integration promotion program. It is responsible for the proposition of projects for funding within the context of the integration promotion program.</p>

²⁶ The Federal Office for Refugees merged with the Federal Office of Immigration, Integration and Emigration (IMES) by the 1st of January 2005. The new office is called: Federal Office for Migration (*Bundesamt für Migration-BFM*).

	Austria	France	Netherlands	Germany	Switzerland
		<p><u>F</u>ight against discriminations (<i>Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations</i> – FASILD) funds local diagnosis about integration, supports NGO's in all fields related to integration, runs free-market procedures to select language and civil/social orientation courses providers, evaluates the quality of the providers' services.</p> <p><u>N</u>GO's, either selected after the free-market procedures or directly by agencies or government, lead local actions to inform and support migrants in their integration (mediation, legal advice).</p>		<p>certified by the Federal Office for Migration and Refugees.</p> <p>In regard to the system of social counselling for migrants: social welfare organizations</p>	<p>As mentioned above, the competence for implementation of integration policy and measures lies mostly with the cantons.</p>
Institutions (in future)			<p>The responsibility for the integration <i>course</i> [<i>inburgeren</i>] will shift from national governments to, first and foremost, the migrants themselves. The organisation of integration programmes (up until now the main responsibility of the ROC's) will be on the market. A certification system will be set up to guarantee the quality of providers.</p> <p>The role of the municipalities will be to provide information for immigrants and keep up with the observance of the obligations. The municipalities will bear special responsibility as regards the integration of immigrants – mainly women – who receive social benefits and immigrants without social benefits or other incomes.</p>		<p>According to the draft <u>Foreign Nationals Act</u> (AuG) integration is interpreted as a governmental task, to be promoted by federal authorities, authorities of the cantons and municipalities in cooperation with private institutions.</p> <p>According to the revised ordinance on integration the IMES (now BFM) will be assigned new coordination tasks: the Federal Office (<i>Bundesamt</i>) will coordinate the measures of the Federal Offices (<i>Bundesstellen</i>) in the area of the integration of foreigners.</p>

2.4. CONTENT OF INTEGRATION AND INTRODUCTION PROGRAMMES

Regarding this more technical part of the analysis, the focus will be on introductory programmes in force or planned. It will take up such aspects as target groups, requirements on states and migrants and will also look at what sanctions and incentives states are applying in the execution of the programme. When applicable, also technical aspects of wider integration measures than introductory programmes will be discussed. Furthermore, responsible institutions will be presented.

2.4.1. Target groups

Among target groups for integration measures, in particular introductory programmes, many similarities between comparison states can be observed, but also a few remarkable differences. Target groups for introductory programmes are overall newly arriving immigrants, such as migrants admitted on family reunification, migrants admitted on bases of labour contingents, recognized refugees and their families.

In **Austria** this applies to migrants who settled in Austria with a primary residence permit after 1 January 1998. A wide range of exceptions are stated, namely; EEA citizens, Austrian or Swiss nationals as well as their spouses and relatives; infants and school children attending school; key workers (highly skilled workers) and their dependents; ill and elderly people who cannot be expected to participate in the programme; people who can show proof of sufficient knowledge of the German language through a diploma or by their living environment; visiting scientists or professors and their dependents and finally individuals residing in Austria within the framework of educational or scientific programmes of the European Union. Recognized refugees are excepted by law and nature of their residence rights.

However, at the time of this study, a legal draft amending the regulations of the IA is being discussed and dealt with it in the parliament.²⁷ The Ministry of the Interior put forward plans to change the following aspects of the IA as from 1.1.2006: Besides the content and the length of the measure being extended from 100 hours to 300 hours language tuition as well as special measures for illiterates, the amount and extent of grounds for exemptions will be reduced. The exemptions will therefore be restricted and as stated by the legislator more adapted to the existing qualifications to cover all relevant target groups. This “broadening” of the target group will reduce the (high) number of migrants who were exempted in the first two years of the IA.²⁸

²⁷ *Niederlassungs- und Aufenthaltsgesetz* (Draft law on residence and settlement).

²⁸ Additionally, the compliance obligation will then automatically be linked to the residence title and one of the further possible regulations discussed was that expulsion should only be possible after five years of not fulfilling the integration agreement (instead of four years).

The introductory programme in **France** is also meant for newcomers only, that is to say migrants admitted on family reunification, family members of French citizens; recognised refugees and their families and migrants having been granted (for the first time) a 1/or 10-year resident permit (except for students and permits given for health reasons). In a wider sense integration measures in general apply to all legal immigrants (not only newcomers) and also to French people from foreign origin.

The scope of the introduction programme in the **Netherlands** is slightly wider in that that the programme also applies to people already having lived for long in the Netherlands. The primary target group for the WIN is all non-EU foreigners who either are recognized refugees²⁹ or have a residence permit. Exceptions are – remarkably different to the other countries compared - persons who come to the Netherlands for employment or self-employment or who come for a temporary purpose.³⁰ The act also applies to newcomers of Dutch nationality who are born outside the Netherlands (Dutch nationals from the overseas part of the Kingdom). In addition to newcomers, the other target-group of the integration policy are the immigrants who have settled in the Netherlands before the introduction of the WIN, in 1998, but who are insufficiently integrated into the job market and have insufficient command of the Dutch language. They are the so-called “old comers” – as opposed to “newcomers”. It should however be noted that for this group the programme is not compulsory.³¹

The core target group of the integration courses offered in **Germany** since January 1, 2005, are newcomers who enter the country for a stay on a permanent basis³²: Participation is mandatory for new immigrants from non EU-countries with permanent residence in Germany (i.e. who have received a residence permit or a settlement permit) who do not have basic knowledge of spoken German. This includes immigrants with a work permit (excluding short term work permit-holders such as seasonal workers) and their dependants, recognized asylum seekers and refugees as well as Jewish contingent refugees. However, participation in integration courses can be made mandatory for immigrants already living in Germany for a longer time as well, if a) they receive social welfare benefits and their lack of knowledge of German is considered to be a reason for their unsuccessful integration into the labour market, or b) they are considered³³ to be in particular need of guidance in their integration process.³⁴ In addition to foreign nationals, ethnic Germans with a legal status that allows for permanent residence in Germany are a target group of integration courses. EU-nationals are not entitled to, but may attend integration courses on a voluntary basis insofar as places are available. Children, youth and young adults during school education or vocational training are not entitled to participation in courses.

²⁹ No distinction is currently made between Convention Refugees and those who are granted subsidiary protection.

³⁰ Note an exception to the exception regarding clergy.

³¹ The new proposed integration regulation revising the WIN foreseeing integration courses in the countries of origin does obviously not apply to asylum seekers. But for asylum seekers who are granted a resident status the integration programme is also compulsory. Furthermore, according to the future changes not only the integration of newcomers is compulsory, but also the integration of the immigrants who are already settled in the country (as defined by the WIN).

³² Permanent residence is generally to be assumed if the foreigner receives a residence permit of over one year's duration or has held a residence permit for more than 18 months, unless the stay is of a temporary nature.

³³ By the foreigner authority.

³⁴ Such as single mothers for instance.

With the introduction of integration legislation in 2005, a long time characteristic of the German system of integration measures, namely the differentiation between measures aimed at the integration of foreign nationals on the one hand and ethnic Germans on the other has been done away with for good. Ethnic Germans have always played a special role in German migration and integration policy. According to the Federal Refugees Act ethnic Germans are considered Germans in the sense of article 116 of the German basic law. They either have to be German nationals or of German ethnic origin with a place of residence in one of the so called resettlement areas. Until the early 1990's most of them stemmed from the Eastern European states, since 1993 a shift has taken place and almost all of the current ethnic Germans moving to Germany come from the area of the former Soviet Union.³⁵ Due to its historic responsibility for the German minorities in Eastern Europe and in particular in the former Soviet Union, the German government continues to attach great importance to the integration policies concerning ethnic Germans. Unlike with other migrant groups, their immigration has been accompanied by a systematic integration policy of the federal government over the years. Until 2005 ethnic Germans were entitled by law to a 6 month, full time language course (1000 hours) that was intended to foster their professional and social integration. This has now been reduced to participation in the integration course with 600 hours of language training. To compensate for the reduced number of hours, additional measures in the area of language acquisition and further qualification may be offered for ethnic Germans to accompany the integration course. Furthermore, ethnic Germans and their spouses and children can be eligible for monetary integration benefits.

In **Switzerland** integration measures at the federal level are principally limited to foreigners holding a residence permit (*Aufenthaltsbewilligung*) or a permanent residence permit (*Niederlassungsbewilligung*). In line with the Integration Models (*Integrationsleitbilder*) of the cantons and communities the revised ordinance on integration sets out to provide for integration of foreigners who reside in Switzerland legally and on a long-term basis. It was also being discussed whether certain persons out of the group of asylum seekers³⁶ should also benefit from integration measures.³⁷ Since these persons stay in Switzerland for a longer period of time, their participation in integration programmes deemed to be useful. Though integration measures related to this group were not primarily intended to foster final remaining in Switzerland, the basic intention was that during their stay affected persons should find more favourable framework conditions with regard to social acceptance and financial self-sufficiency. The strengthening of their social competence was also assessed as being an important contribution to maintaining their ability to return to their home countries at a later stage. In the course of recent debates on changes in the asylum legislation, this possibility is still under discussion.

Furthermore, due to the agreements on the free movement of persons, EU and EFTA nationals cannot be obliged to comply with integration provisions set by the a possible new Foreigner Nationals Act, which will therefore refer to third country nationals. However, they can also not be deprived of benefits, i.e. language courses cannot be mandatory for nationals from EU and EFTA countries, but that they would have to have the right (the possibilities) to use the offers as well.

³⁵ *Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration: Migrationbericht der Integrationsbeauftragten* (migration report of the integration delegate), Berlin 2004, p. 29.

³⁶ Namely those who due to international law or humanitarian reasons cannot be expelled – provisionally admitted foreign nationals (*Vorläufig Aufgenommene - VA*).

³⁷ Including an earlier access to work permits.

To conclude, the most remarkable difference which can be observed regarding the relevant target group is certainly that labour migrants are explicitly exempted from the WIN (with the exception of clergy) in the Netherlands whereas these are targeted in the other compared countries.

2.4.2. Content of introduction and integration programmes and other measures

As has already been touched upon, the widths of the programmes and the length of experience with them vary significantly between comparison states. Moreover in France and Switzerland there are no compulsory measures in existence at the moment, thus, a variety of voluntary measures have been presented in the national reports for these countries. These will not be presented in full in this analysis but only be briefly described. For France the welcome programme, including the voluntary integration programme will be discussed, for Germany the newly introduced integration courses as well as some accompanying measures, and for Switzerland those areas and projects that were attributed funding by the Federal Integration Promotion Program in addition to the efforts undertaken by cantons, municipalities and non-governmental actors. The analysis in this section will take as its starting point the Netherlands, where there is a well-established integration programme. Against this background the newer and similar measures as well as complementary and voluntary measures in the other comparison countries will be presented.

In the **Netherlands**, the integration programme is initiated with that the newcomer is required to apply for an integration inquiry within six weeks after being registered in the Municipal Records Database or the issuing of his residence permit. The integration inquiry, which has to be done within four months, is conducted to determine the need for, and content of an individual integration programme. The educational institution (Regional Educational Centre, ROC) and the employment exchange (Centre for Work and Income, CWI) are involved in the inquiry. The result of the integration inquiry is a decision by the municipality that specifies the specific, individual programme that the newcomer is to follow.

Within four months after applying for the integration inquiry the newcomer is required to enrol at an educational institution with which the municipality has concluded a contract. The newcomer signs a training contract with this institution. The programme consists of three parts.

- (1) *The educational part* of 600 hours includes Dutch as a second language, Social Orientation and Vocational Orientation. The language level aimed at under the WIN (level 2) is the level necessary for naturalization.
- (2) *General programme coaching*. The programme coach personally is supposed to design an individual, made-to-measure training plan and assists the newcomer from the time of the application to the follow-up activities.
- (3) *Social counselling* consists of a varied selection of practical support suited to the needs of the newcomer and applicable in his daily life.

The integration programme concludes with an interview with the newcomer, a representative of the educational institution and the Centre for Work and Income in which recommendations for further

referral can be drawn up. The newcomer receives a certificate from the municipality that specifies the programme that has been followed and the results that have been achieved.³⁸

The WIN can also apply to people who have already stayed in the Netherlands for longer time but are considered as being insufficiently integrated. Municipalities have a freedom of choice in the execution of the integration programmes for settled immigrants, as well as in the referral to labour market agencies. Also, the regulations for settled immigrants do not prescribe anything about the social or vocational orientation, the number of hours that immigrants should spend on the course, the counselling, the follow-up or the time limits.

The legal revision of the WIN foresees that the integration programme comprises learning the Dutch language, knowledge of Dutch society and practical skills. The final attainment levels may differ for different target groups and will be determined by the national government.

As already stated, the programme in **Austria**, the so-called “Integration Agreement” is mostly concentrated on language. By signing the Integration Agreement the concerned immigrant undertakes to obtain a certain basic level of knowledge of the German language. There are two options to fulfil the Integration Agreement, the alien has to either take a course, the so-called German Integration Course or by other means achieve the specified level and prove their ability to speak the German language by taking a specially designed test.

The German language course of 100 units includes:

- Basic knowledge of the German language for communication and reading of simple texts
- Topics of everyday life including information on country and state.
- Topics that convey European and democratic values

The course curriculum aims to reach the A1 level based on the Council of Europe’s Common European Framework of Reference (basis for European standards) (A1 – basic knowledge/C2 – perfect knowledge).

However, the draft law on residence and settlement under discussion in Austria³⁹ at the time of the study plans to divide the IA in two modules, whereby the first module will concern alphabetisation. The second module should together with language training provide contents on the social, economical and cultural life in Austria. The language level would be increased from A1 to A2, which would correspond to an extension from 100 to 300 hours.

³⁸ Again it should be kept in mind as mentioned above that a distinction needs to be made between ‘integration’ as (a) a sociological concept, which takes place – at least in part – irrespective of government policy; and (b) ‘integration’ as used in the context of integration policy/measures (the actual focus of this report). In Dutch, in this second sense the term “*inburgeren*” is used (*burger* = citizen): so it refers to rights and obligations as a citizen. Compare for example: the language level aimed at under the WIN (level 2) is the level necessary for naturalization. So, this second sense of term does not refer to the partly unconsciously or spontaneously developing sociocultural integration.

³⁹ foreseen to come into force on 1 January 2006.

In addition to the integration agreement explained above, there is of course also – like in all comparison countries - a large variety of integration projects, initiatives and programmes by private organisations, covering all aspects of the integration process and where participation in them is voluntary.

Compulsory integration courses have been introduced in **Germany** as of January, 1, 2005. They consist of:

- Language course:

The integration course includes a 300-hour basic German course followed by a 300-hour advanced level course. Participants with no or only very limited knowledge of the German language take part in both courses – participants with some knowledge can – depending on the results of a placement test – move right on to the advanced course. Successful attendance and completion of a final exam is documented by a B1 level certificate according to the Council of Europe's Common European Framework of Reference. Different courses are offered taking into account slower and faster language learner. Also, special classes for parents, women, youth and groups of immigrants with common professional backgrounds as well as alphabetisation courses may be offered on demand respectively if a special methodology and/or more intensive care is required.

The language course combines language learning with practical issues of daily life in Germany. Prior to placement in a language class a placement test as well as a counselling session are offered to best accommodate the individual migrant's needs. Child care during the time of the course and reimbursement for travel costs if no course was available close by can be applied for.

- Orientation course

The second element of the integration course is a 30-hour orientation course taught in German and conveying knowledge about Germany's legal system, culture and history. Migrants with sufficient command of the German language may be exempt from the language course, but will still have to take part in the orientation course, which also closes with a final exam.

The Federal Office for Migration and Refugees is responsible for the co-ordination and the organisation of the implementation of the integration course throughout Germany. Admission to the integration courses are granted by / requested by the local foreigners authorities and / or the Federal Office for Migration and Refugees and its local branches. The courses are carried out by public and private partners, mainly language schools. Training institutions are certified and admitted by the Federal Office. Courses are taught by teachers with special training in teaching German as a foreign/second language. Special training courses are offered for teachers who lack the formal qualifications necessary. An evaluation of the integration courses is planned for 2007.

Social counselling is the second important pillar of state funded integration measures in Germany. As a flanking measure to integration courses the state funds a system of social counselling services for adult immigrants during their first three years in Germany which falls into the responsibility of the Federal Ministry of the Interior/the Federal Office for Migration and Refugees. In addition counselling

services for young migrants until the age of 27 exists which are part of the integration tasks of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.⁴⁰ This is supplemented by counselling services by the Länder, municipalities or private organisations. In addition to the state funded integration measures explained above, there is large variety of integration projects, initiatives and programmes by private organisations, covering all aspects of the integration process. They are not linked to the integration courses and participation in them is voluntary. In regard to integration into the labour market/vocational qualification, the Ministry of Economics and Labour offers a series of measures through its job centres aiming both, at migrants in particular and people with limited access to the labour market in general – the latter measures being open to immigrants as well. Currently, a nation wide counselling service in the area of integration into the labour market is set up by the national job centre.

The special case of ethnic Germans should be mentioned particularly since it is in this group where first attempts of introducing a compulsory element to integration measures were field-tested, although there is no relation as such to the current introduced compulsory integration course. With these government funded so-called “pilot projects on the completion of integration contracts” (*Modellprojekte zum Abschluss von Eingliederungsverträgen*) the introduction of integration contracts has been explored for the first time in Germany.⁴¹ Within these projects support and guidance throughout the integration process are offered to the participating ethnic Germans as a contractual right. The participants on their part commit to actively taking part in integration measures. The evaluation of these pilot projects has come to a positive assessment of this tool. The following areas were identified as core competencies of the projects, supporting and fostering integration: drawing up individual social and competency profiles of the participants, the elaboration of integration plans which match the participant’s skills with local offers of integration and training measures, the coordination of measures and supervision of the implementation as well as the actual integration contract itself.⁴²

In **France**, programmes for newcomers concern:

- language and vocational training course
- civil education course
- social orientation course
- specific social follow-up

⁴⁰ The former three counselling structures (the so-called *Ausländersozialberatung* - social counselling for immigrants -, the so called *Aussiedlersozialberatung* – social counselling for ethnic Germans – and the so called *Jugendmigrationsdienste* – social counselling for young immigrants) have been replaced by a dual structure system and restructured into a migration counselling service – the so called *Migrationserstberatung (MEB)* – which includes counselling services for all adult immigrants during their first 3 years in Germany as well as the services of the *Jugendmigrationsdienste* for young immigrants (up to 27 years of age). Afterwards they shall be transferred to the regular social services, should they still have counselling needs, in order to avoid a long-lasting continuance in special measures.

⁴¹ It should be noted in this context, that the current German system of integration courses does not work on the basis of integration contracts or agreements as such. It is a system based on entitlements and duties, but a contract such as in the Dutch, French or this pilot project terms is not signed.

⁴² Gesellschaft für Innovationsforschung und Beratung mbH: Wissenschaftliche Begleitung der mit Mitteln des Bundesministeriums des Innern vom Bundesamt für die Anerkennung ausländischer Flüchtlinge geförderten “*Modellprojekte zum Abschluss von Eingliederungsverträgen*” (scientific accompaniment of the “pilot projects on the completion of integration contracts” funded by the government). Berlin 2004, p. 89.

- guidance towards labour market

More general programmes for all migrants (see target groups for persons concerned) relate to:

- social and cultural mediation
- specific job tutoring for younger migrants
- language and vocational training courses (long-term migrants, women, job seekers)
- legal advice and aid
- information about public services (health care, education, energy, electricity and gas, and transport)

OMI, the Office of International Migrations⁴³, runs the welcome platforms for newcomers. The welcome platform works as follows.

On the same day and in the same place, migrants are proposed:

- a medical visit
- a collective presentation of life in France (film “*Vivre en France*”)
- an interview with an OMI agent to be given more personal information about social procedures, employment, education for children, and to be presented the integration contract
- an interview for a language level assessment⁴⁴
- if the contract has been signed by the migrant, appointments for the language, civil education and social orientation courses
- if necessary, a meeting with a social worker
- an appointment- within a few days - with the ministry of interior local service to be given the short-term resident permit (this permit is sometimes directly given on the platform)⁴⁵

The actual programme consists, of a language training course (mostly oral), a one-day social and civil course, a one-day social orientation course (on a voluntary basis), a contact organised with Public Services (Employment, Health, Education); those who already have some knowledge of French and specific professional qualifications may ask for a language/job-related evaluation. Eventually, a social follow-up (if necessary) may be proposed. The courses and the social follow-up may take place in a two-year period after the migrant's arrival in France.⁴⁶

Other integration measures consist of for example, specific language courses (oral and written), specific help for young foreigners or French youngsters with foreign ethnic background to get a job and measures in favour of women.

⁴³ *Office des migrations internationales.*

⁴⁴ On 10 February 2005, the DILF (“*diplome initial de langue française*”), the initial diploma for French language, was created, which replaced the ministerial certificate of linguistic education which was handed out on the platforms either to those migrants who made themselves understand in French or at completion of the language education for those who needed it.

⁴⁵ Nevertheless, this enumeration of detailed facts does not intend to suggest that similar actions do not happen in other comparison countries – in the Netherlands for instance, comparable steps are taking place within the ROC’s programmes.

⁴⁶ 1 year (can be prolonged by 1 year) - the average prescription is a 392 hours course.

Some local non-governmental authorities (departments and municipalities mainly) have decided voluntary measures to complete what the government is doing. The November 2003 ministerial directive insists on the necessary involvement of those authorities and gives a few indications about the fields where it should be promoted and advocates a methodology consisting in local agreements. Recently, a few towns have set up what they call municipal welcome platforms: after the new-comers have been received on the national OMI platform and offered a number of services like the integration contract, language and social orientation courses, social follow-up, information about job centres and French school system, they are invited to contact this municipal platform. This platform provides for the opportunity to have a close contact with municipal representatives and to get practical information about life in the city (schools, day-nurseries, social centre). Still even if more and more municipalities seem to take some interest in the integration contract concept and have started to think about what their role could be, very few towns have developed such organisation.

In **Switzerland** the Federal Integration Promotion is intended to complement integration measures implemented in the framework of the regular structures and on level of the cantons, municipalities or private organisations. This is mainly done by coordinating and funding projects with specific relevance to the integration of foreigners. The attribution of funding for the years 2001 – 2003 put main emphasis on the following areas:

- Promoting general education and fostering the sufficient command of language (through integration and language courses) with special regard to target groups which are not integrated in the regular structures.
- Fostering migrant integration into the labour market.
- Promoting initiatives and projects with a special focus on the situation of female migrants.
- Fostering of the maintaining of linguistic and cultural ties to their home societies.
- Implementing a coherent information policy both *for* and *on* migrants in Switzerland.
- Promoting intercultural dialogue and active participation of the foreign population
- Supporting measures designed to improve the health of the foreign population
- Providing extended professional training for key personnel working in the area of intercultural exchange (mediators, community interpreters etc.).
- Promoting innovative projects on the cantonal or municipal level and exchange of related information
- Coordinating specific integration measures, development of quality standards and controlling mechanisms
- Supporting research in the field of integration.⁴⁷

On 13 Mai 2003 new priorities for the years 2004 - 2007 for the Integration Promotion Programme have been adopted. These priorities are:

⁴⁷ Verordnung über die Integration von Ausländerinnen und Ausländern (VIntA) of 13 September 2000 (as of 26. September 2000) (Ordinance on the integration of foreigners), Art. 16.

- Fostering communication (language courses for everyday life in the framework of regional concepts specifically addressing target groups which face obstacles in having access to existing courses and other measures)
- Opening up institutions, by
- providing support to community leaders who have a key role in promoting integration with a view to strengthen their positive role in regard to integration and helping them to carry out their functions more efficiently, and by providing support to civil society institutions aiming at enhancing civic participation of migrants
- Facilitating cohabitation, in particular at the local level and by supporting local initiatives and projects
- Developing competence centres, by allowing for service agreements between state authorities and regional foreigners services (Ausländerdienste) who will be charged to fulfil specific functions in regard to integration policy as well as agreements with other regional bodies charged to ensure and coordinate the provision of language courses and intercultural education offers
- Innovation and quality assurance, by supporting projects and initiatives aiming at quality management and exchange of experience (including pilot projects) and other relevant information

The draft of the New Foreign National Acts also includes a paragraph on the promotion of integration, stating that the federal level, the cantons and the municipalities shall always consider the concerns of integration while fulfilling their tasks. They aim at creating favourable framework conditions for equal opportunities and the participation of the foreign population in public life. Furthermore they specifically promote language courses⁴⁸, career advancement, health care as well as efforts to facilitate the mutual understanding and cohabitation between the Swiss and foreign population. Finally, they allow for the special concerns of women, children and youth. Additionally the draft law emphasizes that the federal level, the cantons and municipalities should provide adequate information for the foreigners regarding living conditions in Switzerland, with special focus on their rights and duties. Foreigners shall be informed about existing offers for promotion of integration.⁴⁹ On the other hand, the federal level, cantons and municipalities shall inform the Swiss population about migration policy in general and the special situation of foreigners in particular.

Apart from the policy areas defined by the ordinance on integration there exist instruments in other legal areas specifically aimed at promoting integration. Based on the asylum law⁵⁰ the Federal Office for Migration (FOM)⁵¹ can contribute financially to integration measures according to the specific requirements of recognised refugees. Defined priorities for the years 2001 – 2003 were: job training, communication skills etc. Funding for language courses for this group is provided in the framework of the welfare aid.

⁴⁸ This is again emphasized under the section of the draft law referring to financial contributions where it is mentioned that especially projects are being supported which serve to learn a national language.

⁴⁹ A similar regulation can be found in the Revision of the ordinance which explicitly includes vocational and career counselling.

⁵⁰ Art.91 para. 4 AsylG (asylum law) taken together with Art.45 para. 1 AsylVO (asylum ordinance) 2.

⁵¹ Formerly the Federal Office for Refugees (*Bundesamt für Flüchtlinge – BFF*).

Since open-mindedness by the Swiss population is considered to be a key element of any kind of integration policy, the Federal Department of Home Affairs (*Eidgenössisches Departement des Inneren*) provides a total of 15 million Swiss Francs⁵² for projects related to the fight against racism, discrimination and for projects fostering human rights issues for the years 2001 – 2005. Defined priorities are: information campaigns, youth and education, youth and sports etc.⁵³ Since 2003 the Swiss Federal Office of Public Health (*Bundesamt für Gesundheit – BAG*) allocates funds to foster integration projects in the area of health. Main priorities are: intercultural competence of personnel working in the health service, courses for interpreters, information campaigns, prevention programmes, facilitating access to the health system, research etc.⁵⁴

2.4.3. Duration

Countries	Austria	France	Germany	Netherlands	Switzerland
Duration	100 units / 45 minutes (to be completed within 4 years) Completion of the course has to be proved within four years. ⁵⁵	1 year (can be prolonged by 1 year) The average prescription is a 392 hours course.	One basic and one advanced German course of 300 units of 45 minutes each as well as a social orientation course conveying knowledge about Germany's legal system, culture and history of 30 lessons of 45 minutes each	Within one year after the start of the programme nationally defined test on language skills and social orientation. The <i>educational part</i> includes 600 hours in average (duration of the course or the intensity varies depending on the level)	No duration of programmes or courses defined in legislation yet. Duration depends on the specific project funded by the Federal Integration Promotion Program

⁵² About 9.75 million Euros.

⁵³ It should be pointed out again as already outlined earlier that since integration is regulated in very different ways in the countries under consideration, information is sometimes hard to compare. In countries with fully-fledged, well-established integration policies, such as the Netherlands, the description concentrates on describing comprehensively those measures, while specific programmes or projects or flanking measures are given much less attention. In other countries, such as France or Switzerland, where legal integration policies as such is a relatively new development, integration policy is stated as being considered to rest on a combination of different policies, which accordingly are described. Similarly, anti-discrimination policies are considered part of integration policies and thus also described as part of these policies for some countries – although as such not being a focus of this study - whereas in others, this kind of information is left out, as considered part of other, distinct or completing, policies. This does of course not in any way mean that the latter have no or less important anti-discrimination policies and it is also not the intention of this report to convey such an impression.

⁵⁴ M. Gattiker, *Die Bemühungen zur Integration der ausländischen Wohnbevölkerung auf Bundesebene* (Attempts of Integrating the foreign population on federal level), Beilage zum Referat, p. 9.

⁵⁵ The draft law on settlement and residence under discussion at the time of the study foresees an increase from 100 to 300 units and simpler and clearer formulated completion timeframe.

2.4.4. Costs

In the Netherlands and France participation in integration measures is for free. In Germany, the federal government carries the costs of the integration course. However participants can be asked to contribute one Euro per unit to the costs depending on their financial situation.⁵⁶ On the other hand, in the Netherlands, the view taken that the responsibility for the integration course [*inburgeren*] should be shifted primarily to the migrants is mirrored also in the funding of the programme. From the entering into force of the new system, migrants will have to fund the integration programme themselves. For those without economic means a credit system will be set up. Upon successful completion of the programme course fees can be refunded up to a determined maximum.⁵⁷

The costs for the integration programme in Austria are to be carried by the migrants. The government might however reimburse parts of the costs upon quick completion of the courses. If the course is finished within 18 months, 50 per cent of the costs are refunded, within 18-24 months 25 per cent of the costs. However, if the course is not finished within 24 months, the migrant has to carry the full costs. The maximum amount paid by the government is 182 Euro per course and migrant. Language certificates are supported with a maximum payment of 22 Euro.

In Switzerland, funding and costs of possible integration programmes will be defined and implemented by the different Cantons and the organizations carrying out those courses.

For information on national budgets see below.

2.4.5. Requirements on the migrants

For the countries where obligatory measures exist, the general requirement on the migrant is naturally to fulfil the actual contract/agreement. There are however some differences regarding how to register and contact different authorities when it comes to actions requested by migrants. In Austria, the migrant is additionally required to independently find a suitable course and register for it. It is thus up to the migrant how he or she chooses to fulfil the requirements in the integration agreement. Furthermore the migrant has to start and complete the course within certain time limits to avoid sanctions, such as lower level of subsidies paid, fines or ultimately deportation. The course must be

⁵⁶ According to § 9 of the ordinance for the implementation of integration courses for foreigners and Spätaussiedler („*Verordnung über die Durchführung von Integrationskursen für Ausländer und Spätaussiedler*“), in short the integration course ordinance (*Integrationskursverordnung*). § 43 sect. 3 AufenthG (Sojourn Act) rules that the expenses for attending the integration course are to be shared in a reasonable extent considering the financial power.

⁵⁷ Until then the system based on the WIN offered a lump-sum funding: Municipalities receive national funding to finance the integration programme. By far most costs of the integration programmes are, thus, funded by government revenues. The rest is made up by municipal or European funding. (See section on budget of programmes below for more details) In 1998, costs for an integration course for one newcomer were counted at 13.500 Dutch guilders (about € 6130).

completed and a course certificate issued however, the migrant does not have to take necessarily any test during the course to fulfil the requirements. Regarding financial requirements, he/she must also stand at least half of cost of the course.

Newcomers in the Netherlands are after an initial requirement to report themselves to the municipality for an integration inquiry, naturally compelled to participate in an integration programme, since it is obligatory. They do not however have to search and find the right course, but are presented with suggestions. The new system developing will further shift responsibility for the integration course – for the passing of the exam respectively - from the society to the migrant. He will have to stand the costs for courses⁵⁸, initiate the integration process in his home country⁵⁹ and continue it after arrival in the Netherlands. Apart from the essential and crucial fact that with not passing the exam, the consequence is not getting a residence permit, sanctions will apply in the case he does not fulfil these requirements.

As mentioned before, the French programme is not obligatory, but once a contract is signed, the migrant is mainly expected to attend the courses and to go to interviews or appointments with social workers and national employment agencies. There are however no requirements on the migrant to find the right course himself.

The new integration legislation in Germany has lead to a situation where immigrants must actively strive to learn the German language and advance their own integration, due to the mandatory nature of the programme: In Germany, new immigrants have to present themselves at the local foreigners authority where the assessment of their language knowledge and thus the obligation to or exemption from an integration course is determined. Migrants have to choose a language course themselves. While that leaves them with the possibility to locate the course and institution that best fits their needs, it is a task not easy to fulfil with limited command of German. Therefore, information about different course providers and types of courses are offered by the local foreigners' authority as well as other different sources, as e.g. local intercultural offices or welfare organizations.

According to the understanding that integration is a mutual process strongly relying on the migrants' participation the proposed new regulations in Switzerland formulate basic requirements to be fulfilled by the migrants, such as compliance with the legal system, acceptance of the “codes of behaviour” and principles assessed to be fundamental for a peaceful living together (evenness of opportunity for all), and the willingness to language acquisition.⁶⁰ Though none of these principles will be obligatory, migrants are still urged to adhere to these principles since the authorities are entitled to take into account integration efforts made by migrants by applying a limited system of sanctions and incentives, namely with regard to the extension of a residence permit.

⁵⁸ In order to realize this self-financing by the newcomers, a credit system will be set up for those who are unable to pay. For all applies that they will have to pass an exam to get an independent or permanent legal residency and – under certain circumstances – to get back the costs of the integration course up to a determined maximum.

⁵⁹ Immigrants who want to come to the Netherlands within the framework of family reunification or family formation will have to start the integration course in their countries of origin and continue this course after arrival in the Netherlands.

⁶⁰ The draft of the Revision of the ordinance also mentions the willingness to participate at the economic life and to gain education.

2.4.6. Involvement

The term involvement in the context of this paper refers to possibilities for migrants to influence the content and shape of their own integration efforts. Further, the questions whether the integration programme is shaped in cooperation with the migrant, if it is a static fixed programme or if the programme is shaped taking the migrants level into consideration, but still is decided unilaterally.

Differences between the comparison countries are in this respect quite extensive. In Austria, there are no possibilities for the migrants to influence the content of the course. The integration programme provides for a fixed language and integration course, which is the same no matter the previous experiences and knowledge of the migrant. Quite the opposite, in the Netherlands, the migrants can influence the contents of his or her programme since it is drawn up in cooperation with him during the integration inquiry. In the inquiry, the need for, and content of, such a programme is investigated and previous knowledge and training as well as job experience is considered. The newcomer will thus get a specific, individual programme. It may also be decided that the entire programme or parts of it are being waived. Another aspect in the Netherlands that may actually increase the involvement of the migrant in the integration process is the concept of a programme coach who is personally assisting the newcomer from the time of the application to the follow-up activities. This coach is supposed to design an individual, made-to-measure training plan for the migrant.

In France, the migrant cannot really influence the content regarding the language and civil education courses; still, the language course is determined on the basis of the migrant's knowledge of the French language, which is tested on the so-called platform when the migrant comes for his first appointment. The programme is thus still individual. The content of the social orientation course (presentation of public services, practical advice about employment, housing, health and education) is decided beforehand, but as all integration measures so far are voluntary, the migrant chooses whether he/she wants to attend it or not. Also job-related assessment is proposed on a voluntary basis.

Another kind of influence in the French system is that OMI regularly asks migrants on platforms in a kind of poll, why they refuse to sign an integration contract. The results of such polls have been used in 2004 to improve the organisation of language courses (more flexibility and proximity).

In Germany, the migrants' influence on the actual integration course is rather limited. However, the curriculum is flexible enough to consider particular needs or interests. Attention is paid to different learning speeds of participants. To what degree the 2007 evaluation of the integration courses will rely on participant feedback has yet to be determined.

2.4.7. Sanctions

The range of sanctions for measures in place and planned measures, vary from the withdrawal of benefits, to fines and ultimately to consequences for the residence permit.

Austria has probably the widest range of sanctions for failure to fulfill the integration contract. What could be mentioned first are the economic arrangements leading to a partial compensation of costs for the migrants when successfully fulfilling requirements. This could on the one hand be seen as an incentive. On the other hand, taking into account that courses are not voluntary, the costs of the course are not avoidable, and in this situation, not being reimbursed would probably rather be appreciated as a sanction than the absence of an encouragement. So, upon completion of the Integration Agreement the migrant may claim a partial compensation of the cost for the course. If the German language course is completed within 18 months, the Austrian government refunds 50 percent of the cost. Completion between the 18th and the 24th month reduces the government refund to 25 percent. After two years the migrant is obliged to pay the whole amount. The maximum amount paid by the government is 182 Euro per person German Integration Course. Language certificates are supported with a maximum payment of 22 Euro.

Even in other aspects, the fulfilment of the Integration Agreement follows a plan, which rewards quick completion and sanctions tardiness. Also the application of the proper sanctions demonstrates this. Firstly, if the migrant is not willing to accept the Integration Agreement a residence permit cannot be issued, and aliens who have accepted the Agreement have to prove completion of the course within 4 years after receiving their residence permit. Under consideration of aggravating circumstances a postponement can be accepted, which may not exceed the period of two years.⁶¹

Secondly, if the course has not been commenced within two years time after the residence permit has been granted, a fine of 100 Euro is imposed. If proof of completion of the course is not provided within 3 years a fine of 200 Euro is imposed (the fines follow the regulations of the administrative criminal procedures). If proof of completion is not provided within 4 years after the residence permit has been granted, or the German Integration Course not attended within 3 years, to grant the subsequent residence permit is not possible and a deportation order is filed. In this case all lapses have to be the fault of the alien. Furthermore facts have to prove that the migrant is not willing to comply with the Integration Agreement. During the legal proceedings the familial situation of the migrant (protection of private and family life) as well as other legal obligations (bilateral agreements, duration of residency) are taken into consideration.

The WIN stipulates sanctions for newcomers in the **Netherlands** who fail to meet any of the following obligations:

- applying for an integration inquiry
- cooperating with the integration inquiry
- registering with the educational institution
- attending all parts of the educational programme drawn up for him, including taking a test
- cooperating with the other parts of the integration programme drawn up for him.

⁶¹ The draft law on settlement and residence under discussion at the time of the study adapts the IA and aims at a simpler and clearer formulation of the timeframe of fulfillment. For special constellations and prevention of hardship rules of exemption and extension are foreseen.

The nature of the sanction depends on if the newcomer is entitled to national assistance or not. If he is, a failure in any way to meet his obligations, will usually lead to the local authorities imposing an administrative measure under the National Assistance Act (ABW). If the newcomer is not eligible for national assistance, an executive fine is imposed on the migrant if he is failing to fulfil obligations. Municipalities are in all cases required to attune the measures or the amount of the fine to the degree of culpability, the seriousness of the offence and the personal circumstances of the newcomer. With the legal revision proposed, sanctions will be more linked to the acquisition of a residence permit. All affected groups will have to pass an exam to get an independent or permanent legal residence permit and, under certain circumstances, get back the costs of the integration course up to a determined maximum. The issuing of an unlimited residence permit will thus be intrinsically linked to the completion of an integration course and there will also be a connection between integration and naturalization. Additionally, an administrative fine for those who do not comply with the obligations is still also foreseen.

France, as discussed before, does not have any obligatory measures as such yet, why it is difficult to talk about sanctions. In **France**, it is voluntary to sign an integration contract but, once this is signed, a quasi-obligation enters into force. A migrant who has signed an integration contract must attend the language and civil courses. OMI's agents on the welcome platform will make the appointment for him. If the migrant does not attend the course, the NGO providing this course first calls him then writes him to remind him of this appointment. If he does not show up, the provider informs the OMI platform and an official reminding letter is sent to the migrant. If he nonetheless does not come, the contract is presumed interrupted. This information will be later on transmitted to interior local services when examining the migrant's claim for a 10-year resident permit. The sanction may be a refusal to give the migrant a resident permit. There is thus no direct link between integration measures and the republican integration condition for a residence permit but an integration contract is still one element for the evaluation. The special situation for French citizens family members should also be noted. After two years, they get their resident permit without any other condition than having a common life with a French man or woman.

The newly introduced integration courses in **Germany** are tied to a system of sanctions: If a new immigrant does not comply with the obligation to attend courses, sanctions in regard to the extension of his right of residency may be imposed. Immigrants already living in Germany who have an obligation to attend an integration course and do not comply with this can be subject to a reduction in welfare benefits for the duration of non-attendance. However, due to the as of yet very short implementation phase, no experiences with the actual implementation and effectiveness of the sanctions can be provided at this point.⁶²

In **Switzerland** the proposed legal changes set out to provide the authorities with instruments for rewarding or sanctioning successful or failed integration attempts. These instruments mainly refer to the area of residence and the taking into consideration of the integration level during the related legal discretion. The issuing of residence permits can be placed under the conditions that the applicants attend a language or integration course. According to the Revision of the ordinance on integration, this

⁶² See programme implementation analysis.

will notably be applicable in cases where public interest is touched, e.g. when the applicant intends to assume a public function in the migrant community (e.g. community teachers for language and culture of country of origin, religious support person etc.). The responsible cantonal authority refers the foreigner to the relevant course offer. In case of successful integration efforts a premature issuing of residence permits can be considered. Further to that authorities are entitled to consider positively or negatively successful integration efforts or the lack of readiness to integrate in decisions regarding expulsion and refusal of entry.

2.4.8. Incentives

In the context of this analysis, an incentive is defined as something that is adding value for the migrant, if he successfully participates in the integration process. A mere reimbursement of costs, the migrant had to pay for the integration course does thus not qualify as an incentive, since the migrant originally had to pay for something he did not do voluntarily and the reimbursement, totally or partially, of costs would probably rather qualify as the absence of a sanction – the consequence for not fulfilling requirements.

With this definition, not many proper incentives have been found. However, in the case of Germany, one incentive for participating in an integration course is that successful participation reduces the waiting period until an immigrant is eligible for naturalization from eight to seven years. The Swiss approach regarding incentives is not that far-reaching. The proposed legal changes provide the possibility of a premature issuing of a permanent residence permit in case of successful integration efforts without constituting a legal title. Still, the consideration of such efforts will be left to the discretion of the responsible authorities.

In the other countries, no incentives according to this definition have been found. Still, both in the present system in Austria and the coming system in the Netherlands, a reimbursement of costs is possible after successful participation in an integration programme as has been mentioned above. These kinds of measures may possibly be planned as incentives for the migrants. In fact the most important “incentive” will be getting a residence permit, sanctions as such being de facto no longer that relevant.

It should be noted nonetheless, that the terms incentives and sanctions may seem clear in theory, but are often difficult to distinguish in practice.

2.5. CONCLUSIONS

As the previous sections reveal, a comparison of legislation in the area of integration - be it already in existence or to be introduced in the near future - and the identification of differences and similarities in this respect have to come up against some difficulties.

A first difficulty occurs when trying to derive clear-cut definitions of the term “integration” from the related legislation. It can be stated that no clearly pronounced definitions of the term “integration” seem to be in use. Nevertheless, the regulations referring to integration in the participating states have a basic set of objectives in common. Central to all concepts is the intention to foster the migrants’ ability to better participate in the economic, cultural and social life in the respective receiving societies as quickly and to the largest extent possible. All concepts put main emphasis on language acquisition, being regarded as an indispensable precondition of migrants’ integration, while defining facilitated access to education, qualification and the labour market, the promotion of equal opportunities with regard to the access to governmental and societal institutions, as well as the introduction of migrants to the receiving countries’ fundamental politico-societal principles and values as closely related and equally important goals.

In the recent past the perception prevailed in connection with integration policies in general and with compulsory integration measures in particular, that integration has to be interpreted as a mutual and reciprocal process, that has to comprise both specifically targeted and tailored offers provided by state policies as well as the willingness on the part of the migrants to actively participate in the integration process. The latter has induced governments to introduce compulsory integration measures that shall assure the migrants’ participation in this process. A trend towards an obligation to be assumed by the migrants themselves with regard to their “individual integration” can be observed, both in participating countries whose integration legislation only dates back to the recent past or is yet to be implemented as well as the Netherlands where integration policy has developed over a longer period of time. In accordance with envisaged changes in Dutch legislation, migrants will also have to assume greater responsibility for their integration process in the future as well. The change in integration policies toward an increased responsibility of migrants finds its expression in the introduction of new regulations or the adjustment of existing legislation that allow public authorities to influence the migrants’ integration efforts by the use of varying forms of sanctions and incentives. It can be stated that in all participating countries main emphasis is put on possible sanctions in case of non-compliance with obligations arising from compulsory integration measures rather than on incentives in case of compliance. These sanctions comprise, for example, cuts in financial support or welfare aid, the issuing of fines or the refusal of a compensation of costs for integration courses. Noticeably in all participating countries the successful completion of compulsory integration courses is more or less directly linked to the granting or extension of residence permits or is intended to be so in the future.

Another practical problem results from the fact that the legal regulations with a distinct reference to integration that were examined in the course of this analysis not only varied quite substantially regarding their actual content but also regarding the scope of areas that they cover. In other words the legal regulations on integration do not cover all fields in which migrants’ integration is directly or indirectly promoted by state legislation and/or action and the better part of integration measures provided within the participating countries is not to be found in the framework of integration legislation. This was of course stated for those participating countries where specific legislation on integration was not implemented at the beginning of the project. But it also refers to the participating countries where such legislation was already in place at the time. The Austrian integration agreement, for instance, was being described above as pursuing a comparatively narrow approach, mainly focusing on language tuition. But this should not give the impression that Austrian integration policy

is limited to the measures directly related to the integration agreement. On the one hand in Austria as well as in the other participating countries a number of regulations in other legal areas take into account integration requirements, ranging from labour market legislation, the school and health system, housing policies to questions of naturalization or political participation of migrants. On the other hand in all participating countries a broad range of integration measures have been developed over the years on different political and societal levels. State policy is oftentimes closely involved in related activities, be it in a coordinating function or by attributing funds to specific programmes or projects. Thus, integration policy is to a large extent taking place “outside” the scope provided for by specifically targeted legislation, both on the horizontal and the vertical level. Though integration policy on state level is a novelty in many countries - the Netherlands form an exception in this respect - integration measures have a longer tradition on regional or municipal level. In fact state policy in the area of integration oftentimes builds upon models that were developed and experiences that were made on the regional or municipal level regarding both underlying concepts as well as implementation procedures.

3. PROGRAMME IMPLEMENTATION ANALYSIS

3.1. INTRODUCTION

This section focuses on the implementation of integration policy, in particular the way the different courses and programmes are applied in practice. Attention is being paid not only to the current implementation of the integration programmes, but also to the policy changes and new regulations and laws that will be realized in the near future. Regarding these future changes attention is being paid to the opinions and assessments on the new policy proposals and draft laws of experts in the field. In those countries where existing (e.g. the Netherlands) the report is based next to research and interviews with experts from the ministries, municipalities, educational institutions, NGOs and independent experts, also on existing evaluative studies of the current integrations programmes.

Selection of interview partners in the comparison countries and second data sources

The partners of this project agreed on a coherent selection process of relevant interview partners albeit leaving enough room for country-specific features. The interviews were aimed at providing guidance and information, laying the basis for information gathering by addressing stakeholders and key persons in that field. The actual selection of interview partners was intended to allow for providing a rather comprehensive picture of existing integration policies and measures and their implementation.

Some of the migrant interviews were conducted as individual interviews, some as group interviews. Interview partners have been assured confidentiality. It should be noted, that not all of the interviews conducted could be included or were in the end considered as being relevant to this analysis.

In addition, when available, relevant literature and other secondary data sources were drawn upon.

In order to achieve a comprehensive overview of the programme implementation, a total of 62 persons were interviewed in **Austria**. Interviewees were chosen in order to obtain information from diverse perspectives. The following persons make up the sample of the Austrian analysis:

- 15 experts (from NGOs, governmental institutions, scientists, etc. working in the field of migration and integration)
- 5 programme managers (coordinating Integration Agreement-courses at different institutions throughout the country)
- 16 programme managers (coordinating other measures for migrants)
- 15 migrants participating in Integration Agreement-courses
- 11 migrants who were or had been participating in voluntary courses.

In **Switzerland**, keeping in mind, that every canton has its own policy in this regard, a complete inventory including all Swiss cantons is not within the scope of this study and would go beyond the feasibility of this project. Nevertheless, integration policies and programmes of several cantons were analyzed, in order to observe differences and similarities in cantons' integration policies and approaches across Switzerland. In addition, programme managers of different NGOs were interviewed to get an insight into and a local perspective of various integration projects and courses, as well as of local integration policies in Switzerland.

In order to achieve a manifold overview on the Swiss integration policy considering as many perspectives as possible, a total of 62 persons were interviewed coming from diverse environments working in the field of integration. They may be classified as follows:

- 16 “integration experts” including
 - 2 experts from the Federal Office,
 - 4 from the Federal Commission for Foreigners,
 - 2 from the State Secretariat for Economic Affairs
 - 5 cantonal experts (integration delegates) and municipality experts,
 - 1 integration expert
 - 1 politician,
 - 1 representative of the forum for integration of migrants (migrants organisation)
- 13 “programme managers” and NGO experts
amongst others, interviews with the managers of various projects have been carried out. Thus, projects ranged from the field of language promotion, to social orientation and integration courses; the field of education as well as vocational training and integration. Some were in a gender-specific context.
- 5 teachers/course instructors in voluntary programmes
2 teachers/course instructors in a mandatory program for recognized refugees
- 12 migrants who were or had been participating in voluntary courses

14 migrants who were participating in mandatory courses for recognized refugees

Indeed, additional interviews were carried out with both female and male immigrants who were participating in different projects and courses. The target group comprised participants in language and integration courses as well as participants of local integration projects as well as gender-specific projects respectively. Some migrant interviews were conducted as individual interviews, whereas the majority was conducted as group interviews.

The projects and target groups covered migrants as well as recognized refugees.

In addition, experts from various fields related to integration (integration delegates, education, youth etc.) provided written information upon request.

In **France**, interviews were conducted in order to dispose of information on the perception of, feelings about and repercussions of the « *Contrat d'Accueil et d'Intégration* » (welcome and integration contract), on the one hand with its beneficiaries – the so-called “newcomers”, recent immigrants affected by these measures – and, on the other hand, with some experts of these policies.

The aimed inquiry sought to identify not only the diagnosis elements as they emerge from the comments of the persons questioned, but also the dynamics inducted from the point of view of the “newcomers” and the expectations of the latter in order to ultimately strengthen the effectiveness of the mentioned contract.

The realisation inquiry with the “newcomers” was carried out on a sample, which was divided in three sub-groups:

- for the “newcomers” signatory of the CAI (*Contrat d'accueil et d'intégration*, welcome and integration contract) on the reception platform :

- 5 “newcomers”, residing in the *Bas-Rhin* (lower Rhine) region, met on the Strasburg platform,
- 5 “newcomers”, residing in the *Hauts de Seine* (upper Seine) region, met on the *Montrouge* platform,
- 2 “newcomers”, residing in « *l'Hérault* » and interviewed on the *Montpellier* platform,
- 2 “newcomers”, residing in the *Loire département*, and gone through the *Lyon* platform,

- for the “newcomers” who passed on the reception platform, before the establishment of the CAI :
4 recent immigrants living in the *Loire département*,

- for the earlier signatories of the CAI :

- 5 persons residing in the *Hauts de Seine* (upper Seine) *département*,
- 6 persons, residing in *Strasbourg* and the surrounding municipalities,
- 3 recent immigrants, living in *Montpellier*,
- 1 recent immigrant, residing in *Saint-Etienne*.

The inquiry with the recent immigrants took place in July and the first half of August 2004. These dates, imposed by the timetable of the project, were not without repercussions on the composition of the sample, to the extent that on two sites in particular – the *Hauts de Seine* (upper Seine) and *Bas-Rhin* (lower Rhine) – this period of the summer sees the passing on platform of an important number of regularised persons, that is persons present in France sometimes for many years.

Moreover, 10 experts were interviewed, including amongst others integration experts, NGO experts, civil servants, persons in charge in implementing agencies and local associations, officials from linguistic institutes, education experts, political representatives and one social worker.

Concerning **Germany**, in order to achieve a comprehensive overview on German integration policy, a total of 24 people have been interviewed coming from diverse environments working in the field of integration. They may be grouped as follows:

- **Group 1:** Representatives from governmental institutions as well politicians, scientists and other experts

- **Group 2:** Senior representatives of large non-state organisations (NGOs) - welfare organizations, trade unions, associations, immigrant organisations etc.
- **Group 3:** Programme managers of various integration projects
- **Group 4:** migrants

10 interviews were carried out with female and male migrants who were participants in different projects in 2004 (i.e. before the introduction of mandatory integration courses). The target group was composed of participants in language groups (five interviews), participants in projects for vocational integration (three interviews) as well as participants in local integration projects and intercultural trainings respectively (two interviews).

The analysis of the German situation in this part of the report relies – as it is the case for the Austrian, French and Swiss analysis - mainly on interview data and with that on a series of expert, but subjective, assessments of Germany's integration policy.

For the **Netherlands**, given the central role of the municipalities in the implementation of the integration programmes, it was chosen to focus on the two largest cities in the Netherlands: Amsterdam and Rotterdam. These are so-called gateway cities for international immigration, which receive relatively large numbers of newcomers.⁶³ The analysis is based – apart from existing evaluative studies of the current integration programmes - on about 13 interviews with key-informants⁶⁴ from the Ministry, municipalities, educational institutions, NGO's and independent experts as well as course participants – both newly arrived and settled migrants, but with an emphasis on newcomers.⁶⁵ In this regard, the study drew upon primary and secondary data sources, focusing on two recently conducted studies based on interviews with course participants but also including a limited number of interviews.

The first of these studies has been carried out in Rotterdam. In this study 31 course participants who recently had completed the integration course have been interviewed (Smit 2004).⁶⁶ The aim of this research was to investigate the experiences and judgements of course participants as regards (1) their motivation to participate in the course at the start; (2) their opinion on the contents of the course and the entire process of the integration trajectory; and (3) their view on the ways in which the integration course contributes to their integration. A fourth question was (4) What factors are at play in the judgement of the efficiency of the integration course as it is experienced by the participants. The migrants that were interviewed came from four different countries: the Netherlands Antilles, Turkey,

⁶³ Rotterdam experiences an inflow of lowly educated, whilst the more successful immigrants are leaving the city. This also happens in the city of Amsterdam, but segregation seems to be stronger in Rotterdam. According to one of the representatives of the municipality of Rotterdam, this leads to a negative development for the city as a whole, and Rotterdam tries with all its strength to turn this downward spiral.

⁶⁴ Including civil servants, head of departments, advisors, directors and adjunct directors, teachers and programme managers.

⁶⁵ That is: immigrants who have arrived in the Netherlands from 1998 onwards and who were obliged to follow an integration course, and migrants who settled before 1998 and who participated on a voluntary base.

⁶⁶ This study has been conducted by order of the municipality of Rotterdam, and has been carried out by the Centre of Research and Statistics of the municipality of Rotterdam (COS) and the Institute for Sociological-Economical Research (ISEO) of the Erasmus University Rotterdam (Smit 2004).

Morocco – the so-called classical migrants – and migrants from Sierra Leone as representatives of the increasingly larger flow of refugees.

The second study (Brink, Hello, Odé 2004)⁶⁷ has been carried out in twenty municipalities in the Netherlands, including two of the four largest cities (The Hague and Utrecht). Here, 38 course participants have been interviewed by telephone. The goal of this study was to gain insight into the importance of counselling during the integration course and the consequences of the possible ending of this counselling as a result of the policy changes to come.

Some of the conclusions of the two studies (Brink et al. 2004 and Smit 2004) diverge and this seems to be due to two facts. First, whereas the study by Smit (2004) has been conducted in one municipality, Rotterdam, the other study (Brink et al. 2004) has been carried out in twenty municipalities in the Netherlands. Second, whereas the first mentioned study pays attention to the entire integration programme, the last mentioned especially focused on the outside counselling.

Moreover, interviews were limited to two migrants (newcomers) and one outside counsellor (herself immigrant), plus more informal conversations with three other migrants, including:

- An Indonesian woman (47), a newcomer who completed the one-year course.
- An Egyptian woman (32) who was a dentist in her country of origin. She had two jobs, one in public health and one in a private clinic. She followed her husband to the Netherlands, where he has been living already for some twelve years. She has accomplished the one year course where she achieved the highest level. Her Dutch language skills are still insufficient to take up her profession again. She is currently in a follow-up course for higher educated immigrants who have worked in medical professions in their country of origin.

The two earlier mentioned studies ought to give an accurate and appropriate overview of the migrants' opinions.

3.2. CONCEPTS OF INTEGRATION - experts points of view

As mentioned in the legal analysis, the project team has consciously not worked from a pre-set definition or concept of integration. Coming to this part on the implementation, different concepts of integration are discussed as they have emerged through interviews. With concept of integration is here understood, the aims behind the integration measures as they are expressed in legal provisions.

Central to the ideas behind the policies of the participating states is to make sure that migrants acquire the necessary tools to participate in the economic, cultural and social life of the receiving societies, and get equal access to rights and opportunities as well as duties.

Generally, the ideal of introductory programmes is about rights and duties as well as about a mutual and reciprocal process as expressed in the different formulations used in the countries compared regarding the aims of introductory programmes. In reality, it is frequently assessed as an asymmetrical process, primarily consisting of “contracts and agreements”, with the general trend that the mutual responsibility which introductory programmes are meant to be based on, is more and more shifting towards a responsibility of migrants.

⁶⁷ This study was done by order of FORUM, Institute of Multicultural Development. This is an independent national centre of expertise in the field of multicultural development. The research has been carried out by Regioplan, an independent commercial research company specialised in social-economic policy research.

For **Germany**, the interviews showed two juxtaposed theoretical approaches underlying integration measures: assimilation and multiculturalism. The concept of **assimilation** generally means the adjustment of different groups to certain features, e.g. language behaviour and occupation. However, this does not mean uniformity of all members of society as the native population itself is heterogeneous, but rather implies that there are no systematic differences in the distribution of particular attributes and resources across the different social groups. In contrast to this the concept of a **multi-cultural or multi-ethnic society** implies the mutual recognition of different cultural and identity-shaping ways of life and traditions. It is the duty of the state in a multi-cultural society to ensure cultural, not national, identity. Every immigrant (but also every member of the receiving society) should be free to maintain or to develop his/her cultural identity in self-determination. Both concepts have been critically discussed during the last few years and re-evaluated against the reality of Germany as a country of immigration. A more sober and pragmatic approach to integration is considered to have emerged out of this. While these concepts have shaped the public debate, the legal provisions favour neither the concept of plain assimilation nor the one of a multi-cultural co-existence but follow a more neutral approach. Language acquisition is the core of Germany's new state funded mandatory integration courses. In order to create a favourable environment for a successful integration process, however, experts emphasise in the interviews that integration is a cross-sectional task and schooling, vocational training, social and economic integration as well as anti-discrimination should to be run concurrently with, and linked to language classes. As an example the high rate of unemployment amongst young immigrants was mentioned, which cannot only be attributed to language deficiency, but might rather be caused by poor support in schooling. Nevertheless, it is always emphasised – which is by the way true for all countries compared - that knowledge of the language is indispensable for integration and should be enhanced intensively. Schooling, however, has also to be sufficiently considered, as it is the foundation for future professional perspectives.

In **Austria**, the objectives of the integration agreement put special emphasis on the acquirement of basic German language skills within the general aim of a quick integration into the society. The advancement of the adjustment of migrants to Austrian language and culture as well as the benefit for the Austrian labour market were explicitly stated ideas behind the proposed measure. Consequently, a certain "official view on integration" can be understood from the Integration Agreement considering the regulations it entails. A central point in this official view of "integration" is the important role given to language proficiency. The ability to communicate in German is seen as a precondition for participating in Austrian social, economic and cultural life. This ability is also considered having a positive impact on the – two-sided - integration process insofar as contact thresholds to the local population can be better bridged. Along with German language proficiency, knowledge of norms and values of Austrian society is seen as relevant for the process of migrants' integration. Finally, this view on integration sees a need to oblige migrants to actively engage in integration processes.

The legislator deems that complex social processes and issues such as integration just can be influenced to a certain extent by laws and regulations. Often other parameters decide much more, if integration is taking place or not (in which form and to what extent respectively). Nevertheless legal requirements for integration make sense. The importance of such general frameworks and orientation norms is considered to be generally accepted. Nevertheless, it is clear that the integration agreement on its own cannot warrant all aspects of integration.

While no common understanding of the concept of integration seems to exist in Austria, the notion of integration as brought forward by the interviewees of this study can be summarised as pleading for a notion of integration which is understood as a *pragmatic* and *two-sided* process.

Pragmatic meaning that migrants should be able (or be enabled) to participate in all relevant aspects of their life, *two-sided* meaning that integration has to be conceptualised as a process of adaptation by migrants as well as the Austrian society. Some interviewees emphasize that integration should not generally be understood as a one-sided process, which has to be accomplished by migrants alone.

Furthermore, for many interviewees, integration is tightly connected to equal rights and opportunities for migrants. Again, a part of the interviewees note that some elements seem to be missing at present.

Another prominent feature of definitions of "integration" is a *holistic* view. According to this approach, real integration means that people have to be able to participate in social life in diverse (i.e. political, economic, civic, social etc.) ways.

"To me, integration is not an abstract term. It means to help people who have decided to come to Austria and to stay. Their needs are very diverse. We want to accompany them on their way. What comes out in the end and what integration looks like is to a certain degree a personal thing." (NGO expert)

For **France**, the main objectives are described to be to provide immigrants with opportunities, rights and duties to facilitate their integration into the French society. The acquisition of language skills and the knowledge of the society should be encouraged to facilitate the participation in the social, cultural and economic life in France.

The *Contrat d'Accueil et d'intégration* (CAI) shows a sensitivity to the concept of commitment included in the contract that puts the newcomer in the position of an "actor" or "citizen" in its own right, appealing to his sense of "responsibility". In that regard the contract shall symbolize the will of the "newcomer" to integrate into the French society, in obeying its rules but in enjoying the same rights as the French as well.

While looking at the evolution of the concept of reception and integration during the last decades, respectively the logic that structures the public reception and integration policies regarding migrants, one can observe the following:

According to one expert, in the last fifty years, France has known a succession of several integration approaches, whose difference lie principally in the way of processing integration:

- at the beginning, according to him, the concept of integration was based on the migrants' will to assimilate;
- then, one could assist at the acknowledgment of the specificity of these persons, of their own culture: it was at the same time a matter of recognising the difference and to promote it as a potential richness;
- more recently still – since the nineties with an acceleration in the years 2000 - an awareness regarding discrimination problems could be observed.

On the other hand, one other interviewed expert considers, for his part, that until recently there has been no real thought on integration, the actions put into place seem to have been too "scattered" to show a readable policy. The Welcome and Integration Contract (CAI) represents, in his opinion, the first public mechanism underlying a "real concept of integration". The current period, initialized by the creation of the reception platforms for "newcomers" and, more recently, the CAI, before the final act which will be the creation of the "*Agence Nationale de l'Accueil et des Migrations*" (national

agency of reception and migration), is the direct translation of a will of the State to make the reception a national priority. The reception becomes “*a matter of public policy and it is the State itself who welcomes and decides of the practical modes of application of this reception*”.

The years 2000 represent, according to most of the experts, a turning point in the approach to the reception and integration of migrants coming to settle down in France. This turning point is based on a number of observations and analyses. First, on a political level, the idea of pursuing the immigration has made itself essential as well as the need to avoid the “mistakes” of the past who led, to a large extent, to the difficulties met today in the social housing districts.

The reinforcement of the sensitivity towards the reception of the migrant populations in the receiving country has shown the difficulties of integration of the new arrivals and the fact that the arrival is a “key moment” that shouldn’t be missed, in order to facilitate the subsequent integration.

Based on the remarks of the experts consulted, one can see that this new mobilization around the reception and the integration of the migrant populations raises new questions and keys for analysis:

- The first one deals with the importance of the question of representations and the need to act to transform them, and this not only with the citizens but also with the personnel of the institutions and the economic participants. There is currently a new will showing up to “*talk openly about things*”, which still often goes against the will not to stir up sensitive issues.
- the observation of the last decades shows the reinforcement of the interpretation of the questions of reception and integration through the cultural point of view, which is accompanied by a relegation of a socio-political type of approach, based on the social relations. As one expert points out, phenomena of racism, for example, are perceived today as the result of an exacerbation of cultural and/or religious conflicts: “we don’t see social relations in terms of social conflicts at all anymore, but in terms of incapability of living together”.

One can also observe an evolution in the construction of this cultural reference: after talks about the right to difference and the preservation of the culture of origin follows an approach based on the valorisation of the “living together”, of “inter-culturalism” (disposing of elements of the other culture to facilitate the dialogue) and, since recently, on the desire to see in the culture and the experience of the “newcomer” an asset, a treasure to be exploited in the receiving society.

Indeed, all agree on certain observations:

- the importance of the language knowledge and to put at one’s disposal means to start a language education.
- the specific question of women and gender equality: the new mechanisms put in place clearly aim to facilitate the emancipation and promotion of recent immigrant women in accordance to the French law related to the equality of men and women.
- the question of discrimination: during the last decade the reinforcement of the preoccupations linked to fighting discriminations could be observed. Even if it does not specifically pertain the “newcomers” and applies to a large public (the young, women, persons of foreign origin...), it remains that the new mechanisms specifically try to fight discriminations from which the new migrants may suffer, a topic developed in a more positive way under the expression of equality of treatment and equality of chances.

Consequently, experts refer to the need to better articulate the three points of the state policy relating to:

- the reception,
- the social and professional promotion of the migrants,

- the question of discrimination.

That way, as one expert points out, the integration of these three points would allow to “*cover the entirety of the range between the one who has just arrived, who is a total stranger, who has no French citizenship and the one who may have been born French but is termed a stranger by others because of the way he looks and who, in this regard, may be stigmatized*”. The managing of this complexity, which is difficult to transmit and explain to the actors involved, is likely to represent one of the next challenges that the persons in charge of public policies in these areas will have to face.

In order to understand the impact of the current integration policy on immigrants it is necessary to show which concept of integration is applied in the legal provisions. Thus, it is vital to know what the underlying aim that the legal provisions for integration are attempting to achieve, is.

In the **Netherlands**, especially the promotion of the self-sufficiency of newcomers as regards training in the Dutch language, as well as social and vocational orientation, is emphasised as a concept. Migrants should be able to function independently in Dutch society as soon as possible. The reason behind the policy is the belief that early attention focused on newcomers will prevent the formation of new groups of underprivileged.

As described above, in **Switzerland**, integration became the focus of attention during the second half of the 1990s. The debate attempted amongst others a definition of a concept of “integration” as well as the identification of political responsibilities, arrangements and instruments deemed to be necessary to put integration policy into practice. The development of related legislation reflected both attempts. In 1997 an expert group on migration (*Expertengruppe Migration*) issued a report to the Federal Council defining a general theoretical concept of integration by distinguishing 3 different types:

- *Structural integration* refers to foreigners’ participation in the economic life and their access to the education and health system, i.e. integration through the regular structures and integration also perceived as non-discrimination and combating discrimination as a major concern
- *Social and cultural integration* refers to foreigners’ participation in social life and their orientation on commonly shared values
- *Political integration* refers to foreigners’ participation in the political decision-making process on equal terms

Therefore according to the Federal Council’s position integration is primarily to be seen as task of the so called *regular structures* (school system, integration by work place, labour market instruments etc.). The equal access of foreigners legally residing in Switzerland to governmental and societal institutions is considered to be the key element of integration policy in general. Integration is interpreted as a typical *cross-sectional-task*, which is based on the interplay of different levels of administration (federal, cantonal, municipal) and different fields of action (education, labour, health etc.). Cooperation between the actors is intended to take place both on the horizontal (federal agencies) and the vertical level (cantons, municipalities, organisations, private societies etc.).

Regarding current federal legislation the Swiss approach towards integration is formulated in the “ordinance on the integration of foreigners”.⁶⁸ The ordinance provides a definition of integration by formulating four fundamental principles, on which all state action shall be based: all efforts to foster mutual understanding between the Swiss and foreign population; all efforts to facilitate living together on the basis of commonly shared fundamental values and behaviour patterns; all efforts to acquaint foreigners with state structures, facilities, rules and regulations, societal and living conditions in Switzerland; and all efforts to create favourable framework conditions for equality of opportunity for foreigners and for their participation in social life. Integration is perceived as “a mutual and reciprocal process”, requiring both the foreign nationals’ readiness⁶⁹ to integrate as well as the openness on the part of the Swiss population to allow this process to take place.

The draft for the new Foreign Nationals Act⁷⁰ states that integration shall enable long term legal foreign residents to participate in the economic, social and cultural life. The draft Revision of the Ordinance also mentions favourable framework conditions for the share of responsibility of the foreign population in the society.

Hence, the Swiss approach towards integration strongly emphasizes the involvement of both the migrants and the resident population as a precondition of a successful integration policy. Integration is perceived as a mutual process, which requires the foreign national’s readiness to integrate as well as the openness on the part of the Swiss population to allow this process to take place.⁷¹ Legislation currently implemented and the draft for the new Foreign Nationals Act⁷² define fostering the migrants’ readiness to integrate⁷³ as one of their main objectives. The revision of the ordinance on integration as well emphasizes the importance of the readiness to integrate next to the openness on the part of the Swiss population.

According to the understanding that integration is a mutual process strongly relying on the migrants’ participation, the proposed new regulations in Switzerland formulate basic requirements to be fulfilled by the migrants, such as compliance with the legal system, acceptance of the “codes of behaviour” and principles assessed to be fundamental for a peaceful living together (evenness of opportunity for all), as well as the willingness to language acquisition.⁷⁴

⁶⁸ *Verordnung über die Integration von Ausländerinnen und Ausländern* (VintA) (Ordinance on the integration of foreigners) of 13 September 2000 (as of 26. September 2000), Art. 1 – 3. The „ordinance on integration“ is the implementation provision of the Bundesgesetz über Aufenthalt und Niederlassung der Ausländer – ANAG (*Federal Law on Temporary and Permanent Residence of Foreigners*) of 26 March 1931 (as of 17 December 2002). The ANAG forms the legal basis for integration measures on national level in Switzerland.

⁶⁹ The proposed legislative changes will put even more emphasis on the migrants’ “readiness to integrate”.

⁷⁰ In the version of the National Council (*Nationalrat*) debate in June 2004.

⁷¹ Federal Office for Migration (FOM), *Integration, Principles of Swiss Integration Policy*, available at <http://www.bfm.admin.ch/index.php?id=182&L=3> (23.05.2005).

⁷² The draft for the New Foreign Nationals Act which went into the National Council (*Nationalrat*) debate in June 2004 explicitly states as aim of integration: cohabitation of national and foreign resident population, which is shaped by mutual respect and tolerance.

⁷³ As a complementary factor next to the already mentioned openness on the part of the Swiss population.

⁷⁴ The draft of the Revision of the ordinance also mentions the willingness to participate at the economic life and to gain education.

3.3. BUDGET OF PROGRAMMES

To see the various perspectives and possibilities of integration policies and programmes as well as the actors involved, to contemplate the respective budget and financial means in this area can help to shed light on differences and similarities of funding and expenditures and consequently available means in the comparison countries.

In **Germany**, the costs for the new system of compulsory integration measures are carried by the federal government.⁷⁵ They are estimated at 188 million € per year for new immigrants.⁷⁶ A number of 50.000 to 60.000 participants already residing in Germany (in addition to the new immigrants participating in integration courses) are estimated per year with additional costs of around 76 million € annually.⁷⁷ Due to a reduction of costs through participants' fees (€ 1 per hour) the 2005 federal budget foresees a total of € 208 million as funding for integration courses. In addition, the state funds a variety of voluntary integration measures which are not directly linked to the integration course but serve as flanking measures. For 2005 federal funding for direct integration measures, including the € 208 million for integration courses, accumulates to € 268 million. Since the focus of this study is on mandatory measures primarily, the other areas of funding will not be elaborated.

The WIN in the Netherlands offers a lump-sum funding. Municipalities receive national funding to finance the integration programme. All compulsory measures are to be paid with this, but municipalities are free to develop an apportionment key to finance the different sub-programmes. They receive each year a contribution for the welfare component from the Ministry of VWS (Ministry of Health, Welfare and Sport) and a contribution for educational programmes from the Ministry of OCW (Education, Culture and Science). The total amount of the government's contribution is determined by budget legislation based on an estimate of the number of newcomers to be integrated. In 1998 an integration course for one newcomer cost 13.500 Dutch guilders (about € 6130).⁷⁸ The total expenditures by the Ministries of VWS and OCW amount to some €136 million on a yearly base.⁷⁹ For the integration programme of newcomers the financial contributions of the two Ministries form the major part of the public funding: on average they cover about 90 per cent of the costs since the coming into force of the WIN. By far most costs of the integration programmes are, thus, funded by government revenues. The rest is made up by municipal or European funding.

The apportionment of these national resources among the individual municipalities is based on the so-called min-2 system. This system implies that the yearly financial contribution to a municipality

⁷⁵ Nevertheless, depending on their financial situation participants can be asked to contribute a small amount to the costs.

⁷⁶ *Bundesministerium des Innern: Einzelheiten des Zuwanderungsgesetzes* (Ministry of Interior, details of the new Immigration Law), Berlin 2004, p.3, www.bmi.bund.de

⁷⁷ *Bundesministerium des Innern: Einzelheiten des Zuwanderungsgesetzes* (Ministry of Interior, details of the new Immigration Law), Berlin 2004, p.3, www.bmi.bund.de

⁷⁸ Personal communication in an interview with a civil servant of the Ministry of Justice (Cluster Inburgering, of the Directorate for the Coordination of Integration Policy for Minorities).

⁷⁹ This and other information on the funding of the integration programme is derived from: *Perspectief op integratie. Interdepartementaal Beleidsonderzoek (IBO) naar de doelmatigheid van het Inburgeringsbeleid* (2002: 19-20).

depends on the achievement of the municipality two years earlier. This system was set up because it was clear from earlier experiences that the unpredictable influx of newcomers brought along much uncertainty. With the WIN-system it became possible for municipalities to set aside funds for the implementation of integration programmes in future years.

Furthermore, municipalities receive national funding for the integration programmes for settled immigrants. On an annual base this amounts to € 95 million.⁸⁰ This is the specific funding for these programmes, next to regular budgets for basic education and other potential sources. The main difference in funding between the WIN and the regulations for settled immigrants (*Oudkomersregeling*)⁸¹ is the juridical basis on which funding takes place (legislation for newcomers and regulations for settled immigrants) and in the system of distribution and responsibility.

Thus, the compulsory integration programmes are financed by the national government, based on an estimate of the number of newcomers to be integrated. Due to a decrease in the number of newcomers, the national budget for the newcomers programmes has decreased from € 177,6 million in 2003 to € 115,4 million in 2004.

For Rotterdam this has resulted in a decrease from € 12,1 million to € 7,9 million. Here, the budget for one newcomer amounts to € 6100 for the educational part of the integration course, plus € 2300 for social guidance and counselling, which makes € 8400 per participant. In 2004, Rotterdam spend € 7,1 million on the integration courses executed by the local Regional Educational Centres (*Regional Onderwijs Centrum, ROC*), for a total number of 1245 newcomers. In practice, this number increased to 2100 newcomers – which meant a considerable increase of expenditure.

In Amsterdam, € 4 million is spend on the assessment procedure of six weeks, including an inquiry and social orientation for the newcomers. In addition, € 12 million is available for the Educational Programmes Newcomers (EPN). Roughly speaking, in Amsterdam the integration course for one newcomers amounts to some € 9,000, including the costs of salaries of the civil servants and teachers involved.⁸² In 2004 a total number of 2200 to 2400 newcomers entered the integration courses.

This information on the two cities is not entirely comparable – due to differences in the way the integration programmes are organized and financed – but at least the figures give an indication of the time and money spend on the integration of newcomers in each of the two cities.

The ROCs receive funding on the basis of the accomplishment of the course per newcomer. In the ROC of Amsterdam one trajectory costs on average € 5,000. The costs depend on the size of the group of newcomers, which in turn depends on their educational levels. This means that the courses vary from € 3,000 to € 7,000 for the highly and lowly educated respectively. Thus, while the total number of hours for each course participant is the same, the costs vary. Rotterdam does not differ much in this respect. Unlike Amsterdam, in Rotterdam two Regional Educational Centres exist. Roughly speaking, while the one ROC focuses mainly on the lowly educated, the other focuses on the higher educated immigrants. Like in Amsterdam, the ROC s in Rotterdam spend on average some € 5,000 per course participant.

⁸⁰ *Perspectief op integratie. Interdepartementaal Beleidsonderzoek (IBO) naar de doelmatigheid van het Inburgeringsbeleid (2002: 20).*

⁸¹ The regulations for the immigrants who were already settled in the Netherlands before the introduction of the WIN (*Oudkomersregelingen*) are in fact subsidy schemes in which resources are made available for the financing of integration programmes for a period of some years (usually five years) and on the basis of plans of the municipalities.

⁸² In Amsterdam, a total number of 450 persons in one way or another are involved in the implementation of the integration programme.

As to the budgets of the voluntary programmes for settled immigrants:

In 2004 the city of Amsterdam had formulated a forecast of 2295 course participants and a budget of € 14.688.000. For the city of Rotterdam this prognosis was 1916 course participants and a budget of € 12.262.400.

Integration programmes for this category of immigrants is partly financed by generic educational funds (for immigrants and native Dutch alike).

It should be noted in this regard, that the implementation of the regulations for the pre-1998 immigrants is the responsibility of the municipality, but only in the sense that they provide the funding.

In **France**, if one considers OMI⁸³ and FASILD⁸⁴ budgets spent on introductory programmes for newcomers, an estimated 1400 € per migrant is spend (national Social Cohesion run programmes only). As regards governmental budgets, the funds dedicated to integration are mostly part of the Ministry of Employment, Labour and Social Cohesion. The budget lines and chapters are those of the Directorate of Population and Migration (DPM), but also of the Directorate of Urban Policies and to some extent of the Directorate General of Social Action.

The costs for new-coming pupils are handled in the Ministry of Education's budget (Directorate of Teaching and Education).

The introductory program is financed by the "*Fonds d'action et de soutien pour l'intégration*" (a public agency depending on the Ministry of social affaires).

OMI budget is also supported by specific taxes paid by migrants (or their employers) when coming to France.

Funds are either granted directly to agencies or NGOs to implement integration measures and programmes on a national level, or allocated to local government services for supporting actions and measures at a local level.

Size of the budget – fields (2003 – excluding asylum seekers)

- DPM: 178,04 M € :
 - 173,36 M € as a grant to the Agency for Integration - FASILD; fields and activities :
 - analysis and observation of immigration, integration and discriminations: 2,3%
 - welcome and information of "newcomers": 14,1%
 - language training: 30,6%
 - information and legal advice and aid: 17,5%
 - participation and citizenship: 9,9%
 - improvement of housing conditions: 15,7%
 - prevention and fight against discriminations: 2,8%
 - promotion of cultural diversity: 7,1%
 - 4,68 M € - grants to NGO – fields and activities :
 - young migrants: 4,9%
 - retention centres (jurisdictional aid) : 32,5 %

⁸³ The Agency for International Migrations (*Office des migrations internationales*).

⁸⁴ The Agency for Integration and Fight against discriminations (*Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations – FASILD*).

- Fight against racism : 36,6 %
 - Employment and professional training : 6,7 %
 - Others activities (migrant women, cultural diversity, ...): 19,3 %
- OMI (Agency for International Migrations): 48,6 M € - fields and activities :
 - medical inspection and information : 7,6%
 - welcome and introduction platforms (Integration Contract): 68%
 - transport of migrants and families; return programmes: 11, %
 - international employment activities: 9%
 - retention centres (psychological aid) : 4,4%
 - Courses for new-coming pupils: 1887 classes - estimation 57,5 M €

In **Austria**, the government covers part of the costs that arise for the migrant for the obligatory language course or a certificate of language proficiency: the maximum amount paid by the government is 182 Euro per course and migrant. Language certificates are supported with a maximum payment of 22 Euro.

In 2002, when the integration agreement was adopted, the government decided on a budget based on calculations of the expected number of participants. The expected number of participants in 2003 (the first year, the law came into force) was 29.551 Persons. This led to a foreseen expenditure of €5.576.505,60 for the government. The follow up costs for the years to come were expected to amount to €1.080.996 per year. But soon these figures turned out to be highly overestimated, which had to be corrected in the first year of implementation. This was mainly because of the underestimation of the group of migrants who were exempted from the IA.⁸⁵

The Austrian Language Diploma, that organises the testing with the SKN-exams⁸⁶, is financially supported by the Republic of Austria.

Several co-operations on regional level exist between governmental institutions and certified organisations. Until recently the *Viennese* Integration Fund for example, funded IA-courses in Vienna that met certain demands (courses had to be "integrative", had to be visited by 15 persons or more, registration fee had to be lower than 300 Euro, etc).

In **Switzerland**, in 2001, the federal level made funds available for the promotion of the integration of foreign nationals for the first time.⁸⁷ In the budget for the year 2001, the Federal Council had earmarked 10 million Swiss Francs⁸⁸ for the Integration Program. For the years 2002 and 2003, 12.5 million Swiss Francs had been allocated for integration measures.⁸⁹ It can be noted that the expansion was not as large as initially intended because of economy measures at federal level.

⁸⁵ Aliens Law 1997 (amended 2002), *Vorblatt* to Artikel 1 and 2.

⁸⁶ A specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis* - SKN), which migrants can take instead of following an IA course.

⁸⁷ Art. 25a Sec. 1 ANAG defines state competence in integration matters to that effect that the federal level is entitled to generally provide financial assistance for the social integration of foreigners. As a rule, the federal level only contributes towards the costs if the cantons, municipalities or third parties also make appropriate contributions.

⁸⁸ About 6,6 million €.

⁸⁹ Altogether 30 million Swiss Francs were allocated for the years 2001-2003, see at http://www.eka-cfe.ch/d/Doku/prioritaetenordnung_d.pdf. (30.05.05)– i.e. about 10 millions per year.

These amounts are granted by the now Federal Office for Migration (FOM/BFM)⁹⁰ at the request of the Federal Commission for foreigners (FCF).

Furthermore, the revision of the ordinance foresees that the Federal Office can participate in the costs related to the intended information task in the framework of a service agreement with foreigner services. Additionally, it is indicated that the federal level shall contribute to the financing of the foreseen language and integration courses on a regular basis.

It is planned that financial support can be granted to projects for the prevention of criminality and delinquency of those juveniles and young adults particularly at risk to become socially disintegrated.

Besides the policy areas defined by the ordinance on integration there exist instruments in other legal areas specifically targeted at promoting integration. Based on the asylum law⁹¹ the Federal Office for Refugees (*Bundesamt für Flüchtlinge – BFF*)⁹² can contribute financially to integration measures according to the specific requirements of recognised refugees. Funding for language courses for this group is provided in the framework of the welfare aid.

Since open-mindedness by the Swiss population is assessed to be a key element of any kind of integration policy, the Federal Department of Home Affairs (*Eidgenössisches Departement des Inneren*) provides a total of 15 Mio Swiss Francs for projects related to the fight against racism, discrimination and for projects fostering human rights issues for the years 2001 – 2005.

Since 2003 the Swiss Federal Office of Public Health (*Bundesamt für Gesundheit – BAG*) has funding available to foster integration projects in the area of health.

Finally the cantonal draft law on integration in Basel foresees that the Canton and the municipalities grant financial contributions for integration; those are adapted according to the share of the federal participation and participation of third parties.

In general, it has to be considered that cantons and cities have their own distinct budget for integration issues respectively for funding of integration programmes and courses, of which a comprehensive description would go beyond the scope of this study. But for instance the Canton St. Gallen has about 680 000 CHF per year as it disposal for integration activities respectively promotion of integration whereby half of it are contributions for organizations and the other half is for funding of projects respectively “bought” services.

3.4. IMPLEMENTATION OF COMPULSORY MEASURES

3.4.1. Actors

Regarding Germany, the Ministry of the Interior is the responsible ministerial unit in regard to the integration courses. The Federal Office for Migration and Refugees is responsible for technical

⁹⁰ Formerly by the Federal Office of Immigration, Integration and Emigration (IMES).

⁹¹ Art. 91 Abs. 4 AsylG i. V. mit Art. 45 Abs. 1 AsylVO 2.

⁹² The Federal Office for Refugees (BFF) merged with the Federal Office of Immigration, Integration and Emigration (IMES) by the 1st of January 2005. The new office is called Federal Office for Migration (*Bundesamt für Migration - BFM*) and is now carrying out these tasks (i.e. migrants according to alien law and refugees/provisionally admitted foreign nationals in the same office).

assistance to the Federal Government in the field of integration promotion - in particular for the organisational concept of the integration courses. As a subordinated administrative body to the Ministry of the Interior it is responsible for the concept, the actual co-ordination and the organisation of the implementation of the integration courses. It carries out the course in co-operation with local foreigners' authorities, the Federal Office of Administration, municipalities, migration services and job centres. The local foreigners authorities play a central role in the process of determining the eligibility of immigrants to participation or their obligation respectively (for ethnic Germans the unit responsible is the "Friedlandhilfe e.V."). The courses are carried out by public and private partners, mainly language schools based on a core curriculum developed by the Federal Office in cooperation with experts. Training institutions are certified and admitted by the Federal Office. Courses are taught by teachers with special training in teaching German as a foreign/second language. Special training courses are offered for teachers who lack the formal qualifications necessary.

In the Netherlands, municipalities are responsible for the implementation of the WIN, for which they receive funding from the national government. They are compelled to buy integration courses into the so called Regional Educational Centres (ROCs) which are to be found throughout the country. The Win provides that the municipality supervises compliance with the obligations of the act by the newcomer.⁹³

The national government has thus given the prime responsibility for the implementation of the integration programmes to the municipalities, both for the newcomers and the pre-1998 immigrants. But differences exist as to the degree of involvement of the municipalities themselves in the execution of the programmes. Again, a distinction has to be made between the newcomers and the pre-1998 immigrants.

Given the central role of the municipality, local differences exist as to the implementation of the WIN. This is evident from the comparison between Amsterdam and Rotterdam. In Amsterdam, the responsibility for the integration programme is classified with the Department of Social Development (*Dienst Maatschappelijke Ontwikkeling*, DMO), more precisely, the sector: Education and Integration. In Rotterdam it is divided between two departments: the Department of Education and adult education, and the Department of Social Affairs. This difference seems to be more than just a variation in governmental organization. Rotterdam's policy strongly emphasizes the labour market aspect of the integration of newcomers. Therefore, the registration of newcomers and the assessment of their integration trajectories comes within the area of responsibility of the Department of Social Affairs – the Department that is also responsible for the reintegration of the unemployed into the labour market and for the social benefits. Although the goal of the national policy at large, is to reach every newcomer right from the start, in order to make him or her participate in the integration course as soon as possible, differences in the implementation of this policy exist between municipalities.

In Amsterdam, for instance, a total number of 450 persons in one way or another are involved in the implementation of the integration programme.

⁹³ Regarding the monitoring itself: for every course participant, three people are involved:

1. the teacher who teaches the course
2. the coach who supervises the participant during the entire course.
3. an outside counsellor from the municipality.

In Austria, the responsibility for implementation lies with the Austrian Integration Fund (*Integrationsfonds*), which also certifies institutions wishing to offer IA-courses, and evaluates these courses. To obtain such a certificate, organisations have to meet certain standards (e.g. course instructors have to have a diploma in second language teaching, etc.). Institutions interested in offering IA-courses have to contact the Austrian Integration Fund to become certified. In the first year of the IA's implementation (2003) many organisations applied for such a certificate due to official estimations on the anticipated number of applicants. This figure proved to be highly overestimated which led several institutions to reduce their offered services or to establish mixed courses which can be attended as regular German courses or as IA-courses. The Austrian Integration Fund annually compiles lists of certified institutions, which are handed out to relevant organisations (e.g. counselling NGOs, municipalities etc.) to facilitate information on offers.

Several co-operations on regional level exist between governmental institutions and certified organisations. Until recently the *Viennese* Integration Fund for example, funded IA-courses in Vienna that met certain demands (courses had to be "integrative", had to be visited by 15 persons or more, registration fee had to be lower than 300 Euro, etc).

Conducted language certificate tests (*Sprachkenntnisnachweis* - *SKN*) are sent to the Austrian Language Diploma (*Österreichische Sprachdiplom*) where they are examined.⁹⁴ There, an SKN confirmation is issued and sent to the Austrian Integration Fund. When someone passes the exam, the expert issues the SKN-confirmations of the Ministry of the Interior. The Austrian Language Diploma, which organises the testing with the SKN-exams, is financially supported by the Republic of Austria.

3.4.2. Language and integration (orientation) courses

The promotion of language acquisition and related courses is considered to be one of the most important elements of integration policy. All interview partners regardless of their respective function or institutional imbedding agreed that the acquisition of local language skills is an inevitable precondition for integration. The sufficient command of the local language enables dialogue and communication but most importantly, independence and self-confidence. Many interviewed experts agreed that good levels of language proficiency in the local language in word and writing is absolutely necessary in order to achieve equal opportunities in social and economic life.

3.4.2.1 Organisational details

3.4.2.1.1. Information and duration

In the Dutch case, newcomers of the three main immigrant categories (Turks, Moroccans and Netherlands Antilles), had all been informed about the integration courses by a letter (in Dutch) from the municipality. A number of them, however, knew already beforehand about the courses and had no problem with the letter being written in Dutch. Many of the newcomers either have relatives and friends in the Netherlands or are already acquainted with the Dutch language (like the Antilleans). For

⁹⁴ http://www.osd.at/frame_SKN.html and http://www.osd.at/frame_allgemeines.html (23.05.2005).

the refugees from Sierra Leone, however, this is far less the case. They had no idea beforehand what the course was all about, and they could not count with the support of relatives or friends in dealing with the local authorities and the intake for the course.

Regarding duration, as prescribed by the WIN, an average of some 600 hours of language training is included in the courses. In practice, the ROCs differentiate between highly and lowly skilled newcomers, and between immigrants who have or have not been made literate in their own language. Whereas higher educated newcomers may follow the course in a shorter period of time, the lowly educated newcomers have the same amount of hours available but these hours are spread throughout a longer time period – normally a year.

In Austria, generally, migrants who have signed the IA and are obliged to take a German IA course,⁹⁵ are informed by the responsible authorities issuing residence permits about language course offers in their city or in the surrounding area respectively. Migrants receive a leaflet informing them about the integration contract, which they accept by signing the form for the request of a first residence permit or the renewal of a residence permit. Interviewed migrants also report that the Austrian Labour Market Service (*Arbeitsmarktservice - AMS*) is among the main sources of information concerning German IA-courses. But also sources as the internet or consulates of the migrant's countries of origin offer relevant information. Furthermore, word-of-mouth advertising is an important source of information, which is the reason for some institutions to explicitly keep former participants informed about recent offers. Besides, course instructors themselves do a significant amount of information work in their courses. In general many institutions offering IA-courses have vital contacts to governmental and non-governmental organisations working in the field of migration, which they keep updated as regards their course offers.

The course is set to 100 hours by the legal regulations. While institutions generally stick to this very amount of working time, variations exist as regards the division of course work over time. Some institutions offer intense courses that cover only a short period of time, but most courses offered last between two and three months.

In Germany information about institutions offering integration courses is provided to the immigrant by the foreigners authority. The course consists of two 300 hour language modules and a 30-hour orientation course.

3.4.2.1.2. Number of participants and dropouts

In Germany, in addition to the newcomers participating in the integration course a number of 50.000 to 60.000 participants already residing in Germany are estimated per year. Given that implementation of the integration courses started only on 1 January 2005, no information is available yet in regard to actual participant and dropout numbers at the time of writing.

⁹⁵ The draft law on residence and settlement under discussion at the time of the study adapts the IA and links the obligation of compliance automatically with the residence title.

Regarding the the two main cities of the Netherlands, Rotterdam and Amsterdam, the situation looks as follows. In Rotterdam, 2004 integration courses were executed by the local Regional Educational Centres (*Regional Onderwijs Centrum*, ROC), for a total number of 1245 newcomers. In practice, this number increased to 2100 newcomers. In Amsterdam, in 2004 a number of 2200 to 2400 newcomers entered the integration courses. In average, the drop-out rate was about 15 to 20 per cent (Regioplan 2002).

Concerning the Austrian case, not all arriving migrants have to follow courses within the IA. Several exceptions currently exist as stated above (the most important being: certain groups of migrants and those with sufficient level of German proficiency) that lead to an exemption from the regulation. Thus a major part of newcomers do not have to follow IA courses.

Furthermore, migrants can take a specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis*) instead of following an IA course. About 100 migrants make use of this possibility each year and take the test.

In 2002, when the integration agreement was adopted, the government attempted to make calculations of the expected maximum number of participants. The possible maximum of potential concerned persons was calculated from existing target groups and estimations made according to new residence permits and experiences. Initial estimations by government officials spoke of a high amount of persons affected by the IA to be expected: In 2003, the first year, the law came into force, the expected number of participants was 29.551. In reaction to these estimations, many institutions applied for a certificate to offer IA-courses. Due to the official estimations of almost 30.000 persons who would be affected by the IA most course-organisers were prepared for a high number of participants. But soon these figures turned out to be highly overestimated. This was mainly because of the underestimation of the group of migrants who were exempted from the IA. Since expectations proved wrong, thus many institutions offer a substantially lower number of courses today than initially planned.

According to unofficial sources⁹⁶, the IA would have affected a total of 118.055 migrants by June 2004 if no exceptions would exist. About 90 per cent (105.690) of this total number of migrants was exempted, mostly due to sufficient German language skills as an expert of the Integration Funds (*Integrationsfonds*) stated.

By June 2004 12.365 migrants were obliged to “fulfil” the integration agreement. Out of these, 2.215 migrants had by this time already successfully attended an IA-course at one of the certified institutes and 150 persons had passed the SKN-exam⁹⁷ without participating in a course. 498 persons were attending IA-courses in Austria. At the time of this study it was still too early to know to what extent the remaining 9.502 persons will be affected by the increase of the costs of the courses or other sanctions (fines, extradition, etc.).

Dropout rates are low in all the institutions described in this study regarding Austria. Course organisers and instructors generally ascribe this situation to the fact that the courses are of obligatory nature. But other factors are also seen as relevant for the small dropout rates. According to interviewees, the high motivation of the participants is most important for the low rates. But also such factors as thorough information about the courses (and the regulations of the IA) before starting the

⁹⁶ Newspaper article from summer 2004, DerStandard.at, July 25 2004.

⁹⁷ Proof of Language Proficiency Test – *Sprachkenntnisnachweis*.

course as well as an assessment of the migrants' language skills are seen as relevant for the low dropout rates.

3.4.2.1.3. Aim of the programme or course

In the Netherlands, the primary goal of the compulsory integration programme is the promotion of the self-sufficiency of the newcomers as soon as possible, that is to promote the independent participation in society and in particular in the labour market and the educational system. The goal of the national policy at large is to reach every newcomer right from the start in order to have him or her to participate in the integration course as soon as possible.

The general aim of the WIN is that the newcomers will reach a language level equal to the one that is required for the naturalization test.

As the majority of the newcomers in Rotterdam are lowly educated, the primary aim is to develop a trajectory by which the newcomer not only learns the language but also will be better prepared for the Dutch labour market. This so-called dual trajectory is strongly emphasized in Rotterdam.

The aim set by the Austrian government is for the participants to know enough German to be able to communicate in a basic way (Level A1 of the *European Reference Frame for Languages*) and to participate in Austrian public and social life. Integration into the Austrian labour market shall be facilitated by this, furthermore the participants should learn about the basic values and practices in Austria.

As mentioned above, migrants can also take a specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis*) instead of following an IA course. The idea behind it was to offer an alternative for migrants who already have certain knowledge in German or who want to learn it in another way than by taking an IA-course.

The new integration course in Germany is based on the assumption that language is the key to integration. Therefore, the objective of the 600-hour course is to attain adequate proficiency, the equivalent of level B1 in the Common European Framework of Reference for Languages, in order to enable participants to communicate on matters of every day life. This includes both, spoken and basic written language skills. The orientation course which follows the language course aims at familiarising participants with the history, culture and legal system of Germany.

3.4.2.1.4. Content (material used)

In the Netherlands, the programme consists of three parts: (1) an educational part of – on average – 600 hours, including Dutch as a second language, social and vocational orientation; (2) general programme coaching; (3) social counselling.

As to the content of the integration programmes in the two cities, Rotterdam and Amsterdam, the larger part of the programme consists of language training.

The integration course also includes social orientation. Generally, for the lowly skilled this social orientation is intertwined with language learning. For the highly educated, the course includes two

parts – language training and social orientation – as intended by the WIN. In the ROC of Amsterdam, it is intended to give the social-orientation training for the poorly educated in their mother tongues. In Rotterdam newcomers who are not in a dual trajectory⁹⁸, are obliged to do some practical training at a social institution. The goal is twofold: better learning the Dutch language and at the same time becoming more familiar with Dutch society. The social-orientation programme in Rotterdam also includes teaching of the “Dutch norms and values”. According to the head of the Integration Department, newcomers have to become acquainted with topics such as: the emancipation of women, differences in religion, homosexuality, education of children, etc. By order of the municipality an educational programme on these topics has been written which may be used by the Regional Educational Centre.

In Austria, generally, course instructors and programme managers stick to the curriculum as specified in the Annex A of the ordinance, but many report, that the *non-linguistic aspects* of the IA-courses (i.e. Austrian culture, etc.) can only be dealt with on a basic level and sometimes can hardly be included in the courses. This is due to the relatively small amount of teaching units paired with the fact, that participants usually start the course with a low knowledge of German language.

As mentioned before, migrants can also take a specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis*) instead of following an IA course. Like the curriculum of the courses, German language skills at the level A1 (*European Reference Frame for Languages*) are needed to pass the exam.

To reach the goal of enabling migrants "to participate in Austrian public and social life", institutions use diverse means and materials. Most course work is done in class-like settings although some course instructors integrate small excursions and the like. Classes are of about 12 to 17 persons in general.

Some teaching material especially designed for the IA-courses is offered by the Austrian Integration Fund on its homepage.⁹⁹ This material, which teachers of integration courses can voluntarily use, focuses mainly on facts on Austria (and the EU), which is seen as otherwise underrepresented in regular textbooks.

While several programme managers evaluate this material as a useful extra source of material, it is not seen as (nor supposed to be) a full set of material covering all relevant aspects of the IA-courses. Besides the material offered by the Austrian Integration Fund, many institutions developed self-compiled material and use regular teaching material which is assessed as applicable for the circumstances (e.g. *Erste Schritte, Optimal*).

One course-organiser states, that available material is evaluated at her institution. According to her this is necessary because of the low quality of a lot of teaching material and the fact that many textbooks do not correspond with realities of migrants' lives (but rather pupils, business-people, etc.).

In Germany, a core curriculum has been developed by the Federal Office for Migration and Refugees in co-operation with language learning experts. This core curriculum can be adapted to fit a particular learners' group's needs. The material covers issues such as the living environment, shopping, food, places of interest, body parts, services and offices, nature, work etc. The language course is intended to

⁹⁸ As mentioned before, this is a trajectory focused on Dutch language learning and social orientation on the one hand, and integration into the labour market on the other.

⁹⁹ www.integrationsfonds.at

closely tie into aspects of every day life, while the orientation course covers issues of a broader scope such as history and the political system. The design of the integration course applies the methods of adult learning in teaching German as a second language.

In Switzerland, one pilot project “German intensive” in Bern already has a compulsory element in a language scheme for recognised refugees including a sophisticated language analysis at the start. (see best practices below for more details)

3.4.2.1.5. Costs for participants and for the organisation

In the Netherlands, up to now, the integration programme is offered to newcomers free of charge. However, according to the new legal changes foreseen, the immigrants will have to fund the integration programme themselves. For those without economic means a credit system will be set up.

In Austria, within the IA, a system was established by which the Austrian state covers part of the course costs of migrants as foreseen in the legal regulation. "Vouchers" cover 50 per cent of the course costs¹⁰⁰ in the first 18 months, i.e. € 182. After this period, the covered amount is reduced (thus the costs to be covered by the migrant increase). Migrants receive an information leaflet containing a “voucher” with which, upon completion of the Integration Agreement, migrants may claim a partial compensation of the costs.

The same "voucher" which can be used to obtain funding for an IA-course can be used to get funding for the specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis*), which migrants can take instead of following an IA course. Again, it covers as a maximum half of the price¹⁰¹ of the test.

The government therefore covers part of the costs that arise for the migrant for the obligatory language course or a certificate of language proficiency: the maximum amount paid by the government is € 182 per course and migrant. Language certificates are supported with a maximum payment of € 22.

Many institutions offer IA-courses for exactly 364 €, thus migrants have to pay 182 € for these courses. Other institutions charge more, especially when one includes costs for material into the calculation.

Some bigger NGOs have the possibility to individually reduce the costs for migrants in precarious financial situations by NGO-intern funding sources but most institutions do not have the needed resources.

Regarding the costs for the organisations, the courses are generally designed to be self-supporting. The participation fee covers the costs for the organisations.

In Germany participants who are eligible for participation are asked to contribute € 1 per hour. This fee can be waived if the participant is unable to afford it. Participants who are not eligible for participation but want to take part on a voluntary basis have to pay a course fee and are not subsidised by the state.

¹⁰⁰ Of a maximum of € 364 per course.

¹⁰¹ Up to a maximum of €44 per test.

3.4.2.1.6. Involvement, requirement and responsibility of participants

In Austria, most IA-courses are explicitly designed to involve the participants during course work. Participatory pedagogy seems to be a standard in this field. But although many migrants report that they do have the possibility to affect the actual curriculum of the courses, this holds not true in *all* cases. Those migrants who do not have the possibility to affect the course work would generally like to have more influence on the course work.

Already before the actual courses begin, migrants have to become active in order to fulfil the IA-regulations. Firstly he/she has to get information on whether she falls into the regulations at all. A civil servant in charge (this depends on the migrants' place of residency in Austria) decides on whether the migrant has to fulfil the IA (e.g. when the migrant can show sufficient German language skills to the civil servants in charge, she will be exempted from the measure). If migrants are obliged to fulfil the IA, they are informed about this, handed the "voucher" and (apparently in most but not in all of the cases) receive a list of institutions offering the IA-courses and the language certificate tests. Thereafter migrants have to decide which of the two ways to take (course or exam). Migrants have to contact an institution and enrol on their own initiative.

3.4.2.2. Evaluation by course participants

An important source for the evaluation of the implementation of the WIN in the Netherlands are, naturally, the course participants themselves. Generally, the newly arrived migrants are motivated to participate in the integration courses. They have high expectations of their coming to the Netherlands and believe that learning the language is a prerequisite to realise their ambitions (Smit 2004: 192-8). There is a difference, however, between different groups of immigrants. Turks and Moroccans report not to have any objection whatsoever against the mandatory participation in the courses (ibid: 193-4). They view learning the language as a first step to realize their ambitions and achieving economic independence. They came to the Netherlands with high expectations, partly because they had already some knowledge about the country of destination based on information from relatives and friends in the Netherlands. Newcomers from the Netherlands Antilles are Dutch citizens and are less motivated to learning the language.¹⁰² They report to be more interested in “real” education and if it were not for the obligation imposed on them, they would have skipped the integration course. Refugees, in casu Sierra Leonean migrants, are more motivated to learn the language, but unlike the Turks and Moroccans, not so much as a necessary step for getting a job or further education, but as a means of getting to know the new society and get into contact with Dutch people.

Most newcomers have experienced the intake inquiry as being “pleasant” and “correct”, but not so the Antilleans. Most of them feel they should not be obliged to follow the integration course (Smit 2004: 199-200).

Asked for their opinion about the integration course, virtually all course participants judged the teachers and the atmosphere in class very favourably. They liked to be in a group with people from so

¹⁰² Antilleans are more or less familiar with the Dutch language, but this depends on the socioeconomic-class background. Most newcomers are from the lower socioeconomic strata of the islands, especially Curacao, and for them Papiamentu is the mother tongue.

many countries, in which they all can communicate in Dutch. Criticism of course participants has to do with the non-authoritarian attitude of the teachers – something most of the newcomers are not used to in their countries of origin. Some believe that a more strict order and discipline in class would have been better (Smit 2004: 101-2).

Many course participants are satisfied with the language classes, but are dissatisfied with the number of hours of the course or the time per week that they may go to school. They feel the courses to be too short to sufficiently learn the language (ibid. 202). This is underscored by information from the interviews:

An Indonesian woman (47),¹⁰³ was of the opinion that the hours spend on self-study at school were waste of time, because she could have done this also at home. At school she would expect more teaching by the teachers. She believes that she could have learned more when the hours at school were spend more effectively.

An Egyptian woman (32)¹⁰⁴ has been very motivated to participate in the course, but the obligatory 600-hours have not been sufficient. Her Dutch language skills are still insufficient to take up her profession again. She is currently in a follow-up course for higher educated immigrants who have worked in medical professions in their country of origin.

Although language classes are viewed as the most important part of the course, other classes include vocational orientation and societal orientation. These vocational and societal-orientation classes are less positively judged than the language classes. Here again, the refugees value the societal orientation different from the other newcomers, because they rely more heavily on the information they get at school, whereas many other newcomers (Turks, Moroccans) have already some knowledge of the country via their relatives and friends, or are already familiar with Dutch society to some extent (Antilleans).

The practical problems that course participants encounter are diverse and vary from personal problems (psychological or emotional or material problems) to problems related to the combination of work and course (tiredness, for example; newcomers with a job may follow a course in the evening). Problems with the combination of course participation and child care are seldom mentioned in the study by Smit (2004: 204), but according to a counsellor and a ROC-manager (interviewed for this study) this is one of the main reasons for women not to participate in the course.¹⁰⁵ Course participants expressed the wish to have the possibility to make up for missed classes or periods, or to spread the classes over a longer time period (ibid: 205).

The integration courses are offered to newcomers free of charge. As of yet, no costs are involved for participants, but this will change when the new policy will be implemented in the nearby future. Course participants will be responsible for their own integration programme and will have to pay for the course. Newcomers who are actually enrolled in a course or who have recently completed the course often know already what the policy changes will be. Asked for their opinion, it seems that migrants are not so much against the obligation to participate in integration courses, but oppose the idea of having to pay for the course.

¹⁰³ A newcomer who completed the one-year course.

¹⁰⁴ The woman has been a dentist in her country of origin. She had two jobs, one in public health and one in a private clinic. She followed her husband to the Netherlands, where he has lived already for some twelve years. She has accomplished the one year course where she achieved the highest level.

¹⁰⁵ This may either mean that they had obtained a release from the local authorities or that they just dropped out of the course.

The two earlier cited interviewed women from Egypt and Indonesia, who recently completed the course, agree with the obligation of learning the language. They are of the opinion that if you come to a new country you should learn the language and get to know the society you live in. They agree with the obligation and they do not oppose the sanctions either. Since the municipality offers the course gratis, they feel that the consequence of not complying with the obligation is justified. The Egyptian woman: *“My friend told me that maybe, with the new law, newcomers will have to pay themselves. I don’t agree with that. But if I am obliged to learn, and the sanction is a penalty or a cut of your benefit, that’s o.k., because... If I am in the Netherlands and I can’t speak the language, I don’t understand anything, I can’t go shopping on my own.. You need to speak the language, you should get to know the culture... everything of the Netherlands.”*

Part of the integration programme consists of outside counselling, meant to support the course participant during the course and to advise them about the follow-up after the course. From the study by Smit it appears that course participants value the counselling less positively than they do the course and the teachers. Many feel they would have wanted much more attention from the counsellors (Smit 2004: 205-6).¹⁰⁶ This conclusion is not underscored by another study. From interviews with the counsellors it appears that the needs for counselling differ by migrant group or category of migrants. Generally, refugees need more counselling than other migrant groups. Migrants who come within the framework of family reunification or who come as marriage-partners are less in need of counselling, because they may count with the support of a social network of relatives and friends. In addition, higher educated migrants ask for counselling more than the poorly educated migrants do, although the last category of migrants gets much attention from the counsellors. Finally, poorly educated women are among the migrants that need much attention; the absence and drop-out rates among them are relatively high (Brink et al. 2004: 9).

The subjects people came up with during the counselling hours are: study results, language learning, finding a job, finding an adequate follow-up training or education. A more limited number of migrants also spoke to the counsellor about personal problems (e.g. family problems, financial and health problems), and most of them think that these consultations had helped solving their problems (ibid: 12-3).

The main judgements of course participants about the counselling may be summarized as follows.

- The majority of the respondents (nearly 70 %) are of the opinion that they have been able to find their way in Dutch society sooner than they would have without the integration programme.
- More than half (nearly 60 %) believe that they would have less contact with the Dutch society without the received counselling.
- Nearly two thirds (63 %) think that their educational achievements of the integration course have improved by the counselling.
- Virtually all participants find that the counsellor had enough time when they had a meeting.
- The majority (two thirds) think that the information they received from the counsellor has been supplementary to their own knowledge.
- A quarter reported that they would have dropped out of the course if they would not have been supported by the counsellor.

¹⁰⁶ This study (Brink et al. 2004) focuses solely on the outside counselling of course participants (and not on the course itself).

- Half of the respondents do not agree with the statement that they could have successfully followed the course without the support of the counsellor.

Generally, the majority of respondents in this study (80 %) was satisfied with the course counselling (others would have had more counselling) and nearly half of the respondents was very satisfied (ibid: 13-4).

One of the most mentioned positive effects of the integration course by participants is the increased self-reliance and independence (see Smit 2004: 208-214). Course participants believe that this effect is first and foremost a result of the language course and – to a lesser degree – the societal orientation. Especially Antilleans express their increased self-confidence and – as a result – their increased independence (ibid.: 209). Nonetheless, course participants judge the effects of the course not entirely positively. As regards the effects of the course on their ambitions in the field of further education and work, participants are not satisfied. This is partly due to high expectations on the part of the course participants, which leads to frustrations when the course does not live up to their expectations as regards work or further education. The course participants themselves believe this to be a consequence of their still poorly developed language skills, but also of the insufficient efforts of the authorities concerned. Also, many course participants feel that the course has not contributed to increasing their social contacts with the native Dutch; most newly arrived migrants live in immigrant neighbourhoods or do live predominantly within their own ethnic community (Smit 2004: 208-214). Note that this contradicts the earlier mentioned findings in the study by Brink et al. (2004) who conclude that course participants express that, without the course counselling, they would have had less contact with the Dutch society.

In Austria, migrants generally claim, that their interests are given enough space in the IA-courses but really affecting the actual curriculum of the courses seems to be rather limited. Nevertheless, several migrants interviewed deemed the course length of 100 hours as being too short and would favour about twice as much. Concerning the costs of the courses, no migrants reported experiencing problems themselves. But many can imagine the costs to be problematic to other migrants (some interviewees report of actual cases), especially in the first period of their stay in Austria. Several interviewees report that a reduction of the amount covered by the official voucher would pose financial problems to them. Migrants often reported, that the goal of facilitating the interaction and communication with Austrians by learning German is reached by the IA-course. Several participants expect better chances on the labour market by attending the course.

"I don't need German for my job, it's all in English. But still it is very important to learn it to get to know the people of the country. Otherwise you always stay on the fringe. It's better to learn German, so you can understand people you associate with. It also makes you feel part of it instead of standing on the outside." (Migrant, attending IA-course)

Interviewed migrants specify the following reasons to attend an IA-course:

- Although some migrants report that the obligatory nature of the courses were a motivation to attend them, most interviewees claim to have freely chosen to do so because of the personal benefit expected.
- Migrants expect to learn German in a structured way (besides conversation and reading also writing and grammar). Furthermore, interviewed migrants expect to learn the basics for further studies of German.

- After having attended the course, migrants expect to have better chances on the Austrian labour market.
- Generally speaking, migrants expect from the courses to facilitate communication with Austrian citizens.

Migrants attending obligatory IA-courses generally accept their obligatory nature. The interviewed migrants evaluate this obligation as rather unproblematic. But still, many migrants state that they do not attend the IA-course because they are obligatory but because they themselves chose to do so out of interest after having been informed of the possibility. One interviewed migrant claimed, that the obligatory nature of the IA-courses is an incentive to really learn.

The possibility of being evicted (due to not fulfilling the IA for several years) does not seem to pose a real threat to the interviewed migrants, and does not seem very present in their mind. What does cause concern for several migrants is the reduction of funding by the state if the course is not attended on time. This would cause economic threats to those interviewees and many interviewed migrants can imagine that the same is true for other migrants.

In the case of Germany no evaluation of the integration courses has taken place as of date. A thorough evaluation is planned for 2007. Furthermore, the courses are continuously monitored by a consultative council of experts. For this reasons, the interviews do not provide any information in regard to an actual evaluation. As far as general assessments go, the promotion of language courses is considered the most important pillar of German integration policy. All interview partners of all groups agree that learning the German language is a vital precondition for integration. It enables dialogue and communication between different cultures. Experts are of the opinion that well founded knowledge in the German language in word and writing is absolutely necessary in order to achieve equal opportunities in social, vocational and economic life. However, oral communication is by far of more significance, as it is only active and permanent communication which enables settlement and equal opportunities in a society. This is underlined by the assessment of the migrants interviewed, who qualified “speaking” as more important than “writing”.

3.4.2.3. Assessments, effectiveness/efficiency (concrete results, main experiences, main deficiencies, main successes, evaluations, reactions)

Apart from the Netherlands, no official evaluations have been carried out yet in the countries compared.

In the Netherlands, the WIN has been evaluated as to its effectiveness and efficiency (IBO 2002; Regioplan 2002). It is clear that the compulsory character of the integration programmes that has been introduced with the WIN has led to an increase of participants at the start of the trajectories from 80 to 90 per cent (IBO 2002: 36). These figures refer to the number of newcomers that have been reached by the municipal register and the aliens office. The real participation in the courses or the net reach of the WIN is lower and amounts to some 50 per cent (Regioplan 2002). It should be noted, however, that the majority of the group of newcomers that is beyond reach does not belong to the target group of the WIN. Therefore, the general conclusion is that the reach of the WIN is satisfactory.

General agreement also exists as to the low drop-out rates from the integration courses. This is evident from evaluation studies and from the interviews with people involved in the implementation of the integration courses. The drop-out rate is about 15 to 20 per cent (Regioplan 2002). Many people involved in the implementation of the integration programmes – and this applies to both Amsterdam and Rotterdam – are not against the compulsory character of the courses or, rather, believe that the obligation is a normal part of the settlement process of newcomers. “Newcomers have rights *and* obligations”, is the general opinion. Generally, there seems to exist agreement upon two aspects of the compulsory character of the integration courses.

First, it is generally admitted that the compulsory character of the programme is unnecessary because most newcomers are very motivated or eager to learn the language and to participate in the integration courses. In particular, this is the experience of the ROC’s – both at the level of managers and teachers. Second, it is equally emphasized that the obligation to participate in the integration programme is favourable for women, especially for those immigrant women who otherwise would not have the opportunity to follow a course, because of their limited freedom of movement outside the home. This view seems to be widely shared by various experts from the local government, NGO’s and people involved in the implementation of the integration courses.

Once the newcomers are registered for an integration course, the drop-out rate is low. According to one teacher at the ROC in Amsterdam, the lower educated the newcomer is, the lower the drop-out. It should be kept in mind, however, that this low drop-out rate only applies to the newcomers who indeed register to the course. It does not take into account the many releases that have already been obtained by people before the start.

General agreement seems to exist on the insufficiency of the 600 hours of the course for the poorly educated newcomers to learn the new language. Especially for those immigrants who did not have any formal education at all in their home country, it is nearly impossible to reach the required language level by the WIN, that is: level two – meaning that newcomers are able to pass the naturalization test. Only a minority is able to reach this level two or higher. This also implies that most newcomers have insufficient language levels to be able to follow the follow-up trajectories as they are designed now (Regioplan 2002).

As mentioned above, the original aim of the WIN is that the newcomers will reach a language level equal to the one that is required for the naturalization test. In practice, many do not reach this level and this applies especially to the poorly skilled newcomers. The highly educated, on the other hand, may reach one or two levels more than the prescribed level of the naturalization test.

Other evaluative comments on the WIN refer to the organization of the courses and their contents (Regioplan 2002). These comments may be summarized as follows.

- The integration inquiry insufficiently results in a diversified supply of courses, as advocated by the WIN. The interpretation of the programme is too homogeneous, which is especially to the disadvantage of the highly educated newcomers and newcomers with specific problems.
- The integration programme is properly but one-sidedly designed. In conformity with the WIN, the focus is on language training and social orientation, but the vocational training and the follow-up trajectories are not sufficiently realised for all newcomers yet.
- The guidance of the newcomers during the course, as prescribed by the WIN, varies strongly according to the municipality.

- The quality of the social guidance varies considerably according to the educational institution.

One of the critiques that can be heard (from several informants and experts) refers to the check on the quality of the integration courses. The ROCs are paid by the municipalities according to the number of newcomers that follow the course and pass the final test – irrespective of their achieved levels. Some argue that, rather than “measuring” the number of participants, it is the achieved language level that should be taken into account and be the basis for disbursement. According to a ROC manager, the scant attention that is paid to the output of the courses is a remnant of the time that the integration of newcomers was left to private and voluntary initiatives – mainly in the field of welfare and community work. In this view, this voluntary work was less professional and less focused on results in terms of reached language levels. Thus, what could be improved is the monitoring of the results of the integration courses – and not just in terms of mere numbers of participants that have accomplished the course but in terms of achieved language skills.

A related complaint is about the monitoring itself. For every course participant, three people are involved. First, the teacher who teaches the course. Second, the coach who supervises the participant during the entire course. Third, an outside counsellor from the municipality. According to some, the structure of guidance and the entire organization of the courses result in too much of an administration or paperwork. (Please see section 3.4.2.2. above regarding different need for counselling among migrant groups as assessed from interviews with counsellors as well as essential subjects and evaluation by course participants in this regard.)

Local differences

Although the WIN is a national law, the municipalities are the main actors in implementing this law. This leaves room for local variation. The analysis of the implementation of the WIN at the local level, shows that considerable differences exist as to the political philosophy behind the integration programmes in Amsterdam and Rotterdam. These differences directly relate to the central research question of this project concerning the compulsory or voluntary character of the integration programmes. In general terms, the main difference between the two cities may be summarized as follows. Whereas Rotterdam pursues a policy that emphasizes the obligatory character of the integration by newcomers and – accordingly – stresses sanctions for not-meeting the requirements by newcomers, Amsterdam seems to be more inclined to positively encourage the newcomers and – rather than imposing sanctions – tries to develop supportive conditions to facilitate the participation of immigrants in the integration courses.

In a sense, differences between municipalities are more outspoken and influential than differences between the compulsory and voluntary programmes. That is: local political differences seem to be more determinative for the eventual implementation of the WIN than the differences between the compulsory and the voluntary programmes. Much seems to depend on the way the integration programmes are implemented in practice.

The analysis of these intercity differences is crucial, because a mere analysis of national policies would suggest a homogeneity in the implementation of national policies which in reality does not exist. In fact, there is freedom of movement for the municipalities to implement national laws and regulations in their own manner. Differences in political character of the cities and their local governments result in different approaches in the implementation of the integration programmes. These differences are even more obvious in the views and judgements of the prospective revision of the WIN and its consequences on the local level.

In Austria, as mentioned before, initial estimations by government officials spoke of a high amount of persons affected by the IA to be expected (30.000 persons). In reaction to these estimates, many institutions applied for a certificate to offer IA-courses. But soon these figures turned out to be highly overestimated. This was mainly because of the underestimation of the group of migrants who were exempted from the IA.

"We expected much more people than actually came. We thought that they would storm our office on the second of January. But nothing like that happened." (IA-course organiser)

However, especially in the rural areas in Austria, the IA has led to more German language courses, as several interviewees state.

Dropout rates are low in all the institutions described in this study regarding Austria. Course organisers and instructors generally ascribe this situation to the fact that the courses are of obligatory nature. But other factors are also seen as relevant for the small dropout rates. According to interviewees, the high motivation of the participants is most important for the low rates. But also such factors as thorough information about the courses (and the regulations of the IA) before starting the course as well as an assessment of the migrants' language skills are seen as relevant for the low dropout rates.

An integration expert expressed the opinion, that migrants are actually punished by the regulations of the IA for any proficiency in German they might have at the time of arrival. The regulations explicitly state, that the state only funds courses leading to the basic A1-Level. Thus it is not possible for migrants to visit advanced courses within the IA. But according to this integration expert, it is a common situation that migrants already know some German when they come to Austria and would wish to learn more.

Furthermore, many course instructors and programme managers reported, that the *non-linguistic aspects* of the IA-courses (i.e. Austrian culture, etc.) can only be dealt with on a basic level and sometimes do not find room at all in the courses. This is due to the relatively small amount of teaching units paired with the fact, that participants usually start the course with a low knowledge of German language.

"The topic of Austrian culture and society was almost completely left out. One hundred hours of teaching are too short for that. At the beginning of the course it is too complicated. And in the end of the course, there is so much else to do but talking about history and culture. There is still so much on the German language, which I want to teach the participants in the last phase of the course." (IA-Course instructor)

However, in response to the wide-spread criticism that there are severe limitations to provide more than basic language knowledge within 100 hours in particular in regard to the desired contents, the draft law on residence and settlement, which is under discussion at the time of the study¹⁰⁷ provides for an increase of course hours from 100 to 300. Nevertheless, simultaneously the language level to be achieved would be raised from A1 to A2 as mentioned before.

It should be mentioned that several interviewed experts are criticising that migrant organisations were not involved in the process of development and implementation of the IA.

On the other hand, course instructors and managers state that participants generally do make substantial progress and are generally motivated and interested in learning German, although learning

¹⁰⁷ foreseen to come into effect on 1 January 2006.

processes can sometimes be rather slow (as some migrants had very little schooling before coming to Austria). Furthermore, the courses are seen as sites, where networks between migrants can develop and social skills (e.g. communicating in groups, etc.) are being fostered.

Generally, although many organisations have strategies to get informal feedback on their work (by staff meetings, feedback-rounds at the end of courses, etc.), which they use for changes of their offers, no official evaluations have been carried out so far in the institutions included in this study.

Finally, since integration has to be conceptualised as a bilateral process in which both migrants and natives engage, many interviewed experts state, that the IA also has to be criticised for focussing too much on migrants and their responsibility in the integration process, while leaving out possible changes in the Austrian society. Consequently, the IA is often not really perceived by these experts as a tool to facilitate integration.

Socio-linguistic views on the Integration Agreement (IA)

When looking at evaluations of the IA as brought forward by Austrian linguists, two main lines of argumentation can be identified. On one hand, these remarks are unanimously critical about the agreement as introduced in Austria. On the other hand, Austrian linguists appraise the underlying intention to introduce instruments aiming at the facilitation of German language acquisition by foreigners. Thus it is not so much the idea behind the IA that has caused criticism among linguists, but rather the actual legal regulations agreed upon. At the same time scholars criticize the absence of incentives for migrants (i.e. a solidification of the rights of residency, prior acquirements of citizenship and the right to vote). According to linguists, the IA falsely concentrates on threats of sanctions instead of offering migrants a clear definition of the purpose of the IA for them. Furthermore this concentration on sanctions is seen as creating the wrong impression, that migrants are not willing to learn German. According to linguists, the envisaged level of language proficiency after completion of the course, A1, is not sufficient for the official aim to prepare migrants to participate in the social, economic and cultural life in Austria. Linguists claim further that 100 teaching units are not enough to be able to attain the proficiency-level A1 and for the extra-linguistic content that should be taught in the course (country related topics, concerning citizenship, basic democratic values etc.), especially compared to other countries carrying out similar introductory programmes.¹⁰⁸

In Germany, given that the expert interviews had to take place before the actual beginning of the implementation of integration courses, no assessment as to the courses' effectiveness or deficiencies could be made. However, based on the information available about the concept of integration courses at the time, interviewees commented on a series of aspects. The provision of a state-funded mandatory integration course was generally welcomed by the interview partners. Critically assessed was the emphasis the integration course puts on new immigrants and the provision that those immigrants already residing in Germany for whom participation in integration courses is not deemed mandatory (see section 2.4.1. above on target groups) can only take part if free spaces are available.¹⁰⁹ In particular the non-state representatives felt that the exclusion of EU-citizens from eligibility to

¹⁰⁸ As mentioned earlier, the draft law on residence and settlement, which is under discussion at the time of the study provides, apart from a module for illiterates, an increase of course hours from 100 to 300 while the language level to be achieved would be raised from A1 to A2.

¹⁰⁹ The practice shows so far that this rule is not that rigidly applied, because in this year more migrants already residing in Germany are attending the integration course than newcomers.

integration courses was wrong (they can participate if places are available and they come up for course fees). Many of them, so it was argued, have the same integration needs as third country nationals. Furthermore, the non-state representatives pointed out that promotion of integration should not be limited to language training only. The approach foreseen in the Immigration Act though, according to them, makes this limitation. Though it includes an orientation course as well, it lacks legal provisions for further-going accompanying measures. Of special importance are, in their view, activities relating to labour market and education as well as measures to create a multi-cultural awareness in regard to the receiving society.

In regard to this particular point of criticism it should be noted, that while the integration course is indeed the core of legally fixed, state funded integration policy, the new Immigration Act also states that integration courses may be complemented by further integration measures, in particular migration counselling services. With the restructuring of the state funded migration counselling service it is intended to provide a surrounding structure for the integration courses and see to it that they do not stand isolated but tie into other, voluntary, integration measures (by public and private actors). The nation wide integration programme has, among others, the task of increasing such links. It is thus very much in the intention of the federal state that integration measures do not remain isolated or limited to language learning.

3.4.2.4. Difficulties

In both Dutch cities, Rotterdam and Amsterdam, it seems difficult to attract the working newcomers to the courses (they may leave the course for a job) and the women who came to the Netherlands as marriage partners or in the framework of family reunification.

As mentioned, in the ROC of Amsterdam, it is intended to give the social-orientation training for the poorly educated in their mother tongues. The difficulty here is to find enough teachers in the many languages of the newcomers.

The practical problems that course participants encounter are diverse as outlined above and vary from personal problems (psychological or emotional or material problems) to problems related to the combination of work and course (tiredness, for example; newcomers with a job may follow a course in the evening). Problems with the combination of course participation and child care are seldom mentioned in the study by Smit (2004: 204), but according to a counsellor and a ROC-manager (interviewed for this study) this is one of the main reasons for women not to participate in the course.¹¹⁰ Course participants expressed the wish to have the possibility to make up for missed classes or periods, or to spread the classes over a longer time period (ibid: 205).

In Austria, unclear regulations as regards exemptions from the IA pose a problem according to interviewed experts. Several integration experts state, that officials in different regions of Austria apply different standards (thus the same migrant might be exempted from the IA in Vienna but not in Tyrol).

In general, initial estimations by government officials spoke of a high amount of persons affected by the IA to be expected (30.000 persons). In reaction to these estimations, many institutions applied for a

¹¹⁰ This may either mean that they had obtained a release from the local authorities or that they just dropped out of the course.

certificate to offer IA-courses. But soon these figures turned out to be highly overestimated. This was mainly because of the underestimation of the group of migrants who were exempted from the IA.

As mentioned above, many course instructors and programme managers reported, that the *non-linguistic aspects* of the IA-courses (i.e. Austrian culture, etc.) can only be dealt with on a basic level and sometimes do not find room at all in the courses. This is due to the relatively small amount of teaching units paired with the fact, that participants usually start the course with a low knowledge of German language.

"The topic of Austrian culture and society was almost completely left out. One hundred hours of teaching are too short for that. At the beginning of the course it is too complicated. And in the end of the course, there is so much else to do but talking about history and culture. There is still so much on the German language, which I want to teach the participants in the last phase of the course." (IA-Course instructor)¹¹¹

In Germany, given the only recent beginning of the implementation of the integration course, no assessment as to the courses' deficiencies and difficulties encountered could be made.

3.4.3. Labour, vocational training

Vocational training and integration in the labour market respectively is so far only a factor in the introductory programmes in the Netherlands and not in the other comparison countries of the present studies.

Indeed, the primary goal of the compulsory integration programme is as mentioned above the promotion of the self-sufficiency of the newcomers as soon as possible, including the promotion of independent participation in society and in particular in the labour market.

As the majority of the newcomers in Rotterdam are lowly educated, the primary aim is to develop a trajectory by which the newcomer not only learns the language but also will be better prepared for the Dutch labour market. This so-called dual trajectory is strongly emphasized in Rotterdam.

As mentioned above, one of the parts of the programme consists of an educational part of – on average – 600 hours, including Dutch as a second language, social and vocational orientation.

Course participants judge the effects of the course not entirely positively. As regards the effects of the course on their ambitions in the field of further education and work, participants are not satisfied. This is partly due to high expectations on the part of the course participants, which leads to frustrations when the course does not live up to their expectations as regards work or further education. The course participants themselves believe this to be a consequence of their still poorly developed language skills, but also of the insufficient efforts of the authorities concerned.

Evaluative comments on the WIN also refer to the organization of the courses and their contents (Regioplan 2002), including that the integration programme is properly but one-sidedly designed. In

¹¹¹ However, in response to the wide-spread criticism that there are severe limitations to provide more than basic language knowledge within 100 hours in particular in regard to the desired contents, the draft law on residence and settlement, which is under discussion at the time of the study provides for an increase of course hours from 100 to 300. Nevertheless, simultaneously the language level to be achieved would be raised from A1 to A2 as mentioned before.

conformity with the WIN, the focus is on language training and social orientation, but the vocational training and the follow-up trajectories are not sufficiently realized for all newcomers as yet.

As mentioned before, in both cities, Rotterdam and Amsterdam, it seems difficult to attract the working newcomers to the courses (they may leave the course for a job) and the women who came to the Netherlands as marriage partners or in the framework of family reunification.

In the Netherlands, despite their relative freedom, the main conditions stated in the regulations refer to the content of the plans that municipalities submit. Only recently, the government has set some additional rules. Now, the municipality has the obligation to enter into contract with the immigrants and to monitor the achievements of the course participants.

For the unemployed, the integration course is also focused on their labour market participation.

Depending on the situation of the course participant, he or she may follow a course that aims at social activation, labour market participation or further vocational training. Recently, some municipalities have entered into contract with employers to promote the course participation of their employees or to organize language training on the spot (for example, the Royal Dutch Airlines and some cleaning companies in Amsterdam).

A considerable contribution to the integration of young migrants in Germany is the *ad hoc* programme for the reduction of youth unemployment established by the Federal Government. The extensive funding of this programme has started to show some success in reducing the unemployment rate among youths. The accompanying measures such as social counselling offered within the framework of this programme has proved to be very helpful in order to successively lead young migrants (as well as young Germans) up to employment and qualification measures. The Federal Employment Agency currently establishes a network of local job centres specialized on the needs of migrants. However, despite these and many other efforts, unemployment among migrants, especially young migrants, remains a problem in Germany.

3.4.4. Sanctions

In the Netherlands, based on the reasons described earlier, Rotterdam strongly favours the mandatory character of the current Newcomers Act and – accordingly – the application of the sanctions attached to the not meeting with the requirements on the part of the newcomers. Generally, Rotterdam has a firmer approach than Amsterdam, and tries to reach every newcomer right from the start in order to have him or her to participate in the integration course as soon as possible. Although this is the goal of the national policy at large, differences in the implementation of this policy exist between municipalities.

Sanctions are applied in both cities, but this seems to be done more reluctantly in Amsterdam than in Rotterdam. In Rotterdam, the local authorities want to prevent that newcomers consider the sanctions as a way of buying of the integration course. People then may get a higher penalty or may be cut down in their social benefits.

Hence, according to the WIN, the municipalities are legally liable to impose sanctions in case of not-meeting with the requirements by newcomers. The sanction is meant to be a final piece of combating the drop-out, which normally is focused on the prevention of drop-out. In practice, the number of newcomers that blameworthy drops out is small. According to an evaluation study in 2002

(Regioplan), more than 50 per cent of the municipalities do not impose sanctions to this small group. Another study underscores the conclusion that sanctions are scarcely imposed: municipalities hardly use the possibility of imposing sanctions, even in the case of blameworthy drop-outs (IBO 2003: 26). It appears, though, that more recently, the sanctions policy has been implemented more strictly (as seems to be the case in Rotterdam).

In Austria, failure to comply with the Integration Agreement may activate certain sanctions, as described in detail in the legal analysis above. At the time of this study it was still too early to know to what extent the remaining 9.502 persons¹¹² will be affected by the increase of the costs of the courses or other sanctions (fines, extradition, etc.). Thus, it was still too early for these sanctions to take effect. Thus it is impossible to say at the moment, how these sanctions will be handled by officials. What can be said from the interviews that were done with civil servants in charge is, that the idea of actually fining migrants is not very welcomed. All interviewed experts reject the ultimate consequence of deportation of migrants.

Generally, institutions seriously sanction unexcused absence. Furthermore, failing to reach the envisaged goal (language proficiency at the level: "A1") means that participants have to attend another full course, which then has to be fully paid by the migrant. Only some organisations have the resources to offer participants this second round for free.

The newly introduced integration courses in **Germany** are tied to a system of sanctions: If a new immigrant does not comply with the obligation to attend courses, sanctions in regard to the extension of his right of residence may be imposed. Immigrants already living in Germany who have an obligation to attend an integration course and do not comply with this can be subject to a reduction in welfare benefits for the duration of non-attendance. However, due to the as of yet very short implementation phase, no experience with the effectiveness of the sanctions can be provided.¹¹³

3.4.5. Side measures

In the Netherlands, although the goal of the national policy at large is to try to reach every newcomer right from the start in order to have him or her to participate in the integration course as soon as possible, differences in the implementation of this policy exist between municipalities as already observed. Generally, in Amsterdam the favoured approach is one in which the newcomers are encouraged to take part in the integration courses. The local authorities give first priority to creating the conditions for successful participation. Typical for the Amsterdam policy is the recent founding of an **advice group of newcomers** (or immigrants that have already followed the integration course) that is going to give voice to the newcomers and to promote their own interests. Additionally, in the ROC of Amsterdam, it is intended to give the social-orientation training for the poorly educated in their **mother tongues**.

¹¹² Of the 12.365 migrants who were obliged to "fulfil" the integration agreement by June 2004.

¹¹³ See programme implementation analysis.

In Austria, as mentioned above, migrants can also take a specially designed test (Proof of Language Proficiency Test – *Sprachkenntnisnachweis*) instead of following an IA course.

This test was a side measure since the beginning of the IA. The idea behind it was to offer an alternative for migrants who already have certain knowledge in German or who want to learn it in another way than by taking an IA-course. Like the curriculum of the courses, German language skills at the level A1 (*European Reference Frame for Languages*) are needed to pass the exam.

The amount of side measures offered varies according to the size of the institution offering the language courses. Such side measures range from **free child-care during course time**, to **inexpensive courses for nearly illiterate participants** or even **labour qualification courses** for some participants of the IA courses (which was the case in one large institution that offered a range of courses in addition to language courses).

3.5. IMPLEMENTATION OF VOLUNTARY MEASURES

The previous section attempted to describe experiences with the implementation of compulsory integration measures. In the case of Switzerland, however, the activities offered so far were mainly not ruled by law but are based on voluntary options offered to immigrants. In Germany, compulsory integration measures were as mentioned introduced on January, 1, 2005. Within the framework of the compulsory courses there are no voluntary elements. However, before the introduction of integration courses, a large number of voluntary measures existed in Germany. While some of them – especially in the area of language training - have been replaced with the mandatory integration course, a large variety of voluntary measures continues to exist, supplementing the integration courses. Moreover, in all the comparison countries a wide range of voluntary measures covering the same fields are existing. This study therefore also covers experiences made with the implementation of voluntary measures in this regard, in order to be able to provide a meaningful analysis.

3.5.1. Actors

In Germany, voluntary integration measures are funded by the state, the *Bundesländer*, the municipalities and a large number of private organizations. They are carried out by a variety of mostly community-based organizations, NGOs, migrant organizations, welfare organizations etc. In terms of their role within the area of integration enhancement, the interview partners considered the Federal Ministry for Internal Affairs as well as the Federal Office for Migration and Refugees as the most important institutions on federal level, especially with regard to the new compulsory integration courses. The latter also play a large role in the funding of voluntary integration measures. Since January 1st, 2003, the Federal Office for Migration and Refugees has been responsible for enhancing measures for the integration of ethnic Germans and foreigners in its function as a subordinate authority of the Federal Ministry for Internal Affairs.

The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth as well as the Federal Employment Agency are also regarded important institutions involved in the funding of voluntary integration measures by the interview partners. While the Federal Ministry for Family Affairs, Senior

Citizens, Women and Youth funds a large number of mainly youth-related projects in the area of social integration, the Federal Employment Agency is active in the field of employment promotion including international employment arrangement, mobility counselling of immigrants, enhancement of qualifications as well as labour market research and statistics.

Welfare organisations are seen to play a vital role in the implementation of integration policy in terms of voluntary activities as well, as they often provide the necessary integration assistance at the local level. The most important independent welfare organisations are: the National Society of Labour Welfare, Caritas Germany, the German Non-Denominational Welfare Association, the German Red Cross, the Protestant Social Welfare Network in Germany and the Central Welfare Association of Jews in Germany. Considering that success and failure of integration activities is decided upon on the local level the offers of local communities are especially crucial within the system of integration support. The welfare organisations have created an efficient infrastructure constituting the basis for deliberate local activities in the integration of immigrants mainly in co-operation with communities, but also churches, immigrant organisations, facilities of adult education and further organisations providing integration offers.

In the Netherlands, the implementation of the regulations for the pre-1998 immigrants is the responsibility of the municipality, but only in the sense that they provide the funding. Thus, municipalities receive funding from the national government, but they have much more freedom in organizing the integration programmes for the pre-1998 immigrants than for the newcomers¹¹⁴ (e.g. as regards the choice of the educational institution and the number of hours to be spend in the course; nothing is regulated as to the social and vocational orientation or the follow-up). Only recently, the government has set some additional rules. Now, the municipality has the obligation to enter into contract with the immigrants and to monitor the achievements of the course participants.

Hence, there is not any prescription as to the organization or institution that is to provide the courses. In practice, however, part of the courses for pre-1998 immigrants is equally provided for by the ROCs, but another part of the courses is offered by various agencies, like private institutions, welfare organizations (or community centres) and self-organizations of immigrants. In Rotterdam, the implementation of these courses is more centrally organized than in Amsterdam. In Amsterdam, the programmes are realized at a lower political level, that is at the level of city districts.

Recently, some municipalities have entered into contract with employers to promote the course participation of their employees or to organize language training on the spot (for example, the Royal Dutch Airlines and some cleaning companies in Amsterdam).

One of the well-known NGO's that organizes integration courses throughout the country is the Netherlands Centre of Immigrants (*Nederlands Centrum Buitenlanders*, NCB). The NCB works both in the field of development of course materials as in the implementation of integration programmes. Currently, this organization operates in 11 municipalities – among others in Amsterdam – and serves some 2200 course participants. The approach of the NCB is one in which the focus is not only on the course itself, but also on the guidance and support of the participants in terms of their labour market position, their social participation in the neighbourhood (for example, parental participation at their children's school, neighbourhood safety, etc.) and childcare.

¹¹⁴ Unlike the programmes for newcomers, the national regulations for the integration of settled immigrants give few directions for the implementation of these programmes.

The national government has thus given the prime responsibility for the implementation of the integration programmes to the municipalities, both for the newcomers and the pre-1998 immigrants. But differences exist as to the degree of involvement of the municipalities themselves in the execution of the programmes. Again, one has to distinguish between the newcomers and the pre-1998 immigrants.

In Switzerland, the already mentioned Federal Office for Migration (FOM/BFM) is commonly assessed to be the most important institution on federal level.

The new Federal Office comprising the former Federal Office of Immigration, Integration and Emigration (*Bundesamt für Zuwanderung, Integration und Auswanderung* – IMES)¹¹⁵, represents the highest authority for aliens responsible for the controlled immigration of foreign labour force and their families, the admission and presence of foreign nationals in Switzerland as well as the integration of foreign nationals permanently living and working in Switzerland.¹¹⁶ The Integration Section¹¹⁷ is concerned with all the integration tasks that fall within the competence of government and responsible for implementing integration measures on the federal level, its role comprises the mainstreaming and coordinating of integration policies, giving additional support where it is necessary and examining all applications for naturalisation. Tasks concerning legislation and international cooperation also fall within its competence. In the Revision of the ordinance on integration and in the new draft law for the Foreign Nationals Act, it is planned as mentioned above that the Federal Office (*Bundesamt*) coordinates the measures of the Federal Offices (*Bundesstellen*) for integration of foreigners, especially in the areas of unemployment insurance, vocational training and health care. It should further secure the exchange of information and experience with the cantons¹¹⁸, whereas the cantons assign a contact office for integration issues for the Federal Office.¹¹⁹

The above mentioned Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission* – EKA) was founded in 1970 as a commission of experts and consultative body to the Federal Council (*Bundesrat*) in migration and integration issues.¹²⁰ Since 2000 the Federal Commission for Foreigners' (FCF) Secretariat has been part of the structure of the Federal Office. Its main responsibility is to deal with all aspects of integration outside the competence of government authority. While one of the main tasks of the Integration Section is to coordinate interactions between administration offices on respective governmental levels, the FCF is responsible for practically implementing the integration promotion program and at the same time for fulfilling an important

¹¹⁵ *Office fédéral de l'immigration, de l'intégration et de l'émigration, Ufficio federale dell'immigrazione, dell'integrazione e dell'emigrazione* – the IMES was merged into in the new Federal Office for Migration on 1.1.2005.

¹¹⁶ <http://www.bfm.admin.ch/index.php?L=3> (26 April 2005)

¹¹⁷ The citizen right and integration section has been in existence since 1 January 2003 (formerly in the IMES) <http://www.bfm.admin.ch/index.php?id=187&L=3> (26 April 2005)

¹¹⁸ Indeed, in the light of the new forthcoming law on foreign nationals, it is, in particular, responsible for coordination functions between the integration-relevant federal offices (horizontal coordination) and the cantons (vertical coordination).

¹¹⁹ The revision of the ordinance additionally states that the municipalities will be incorporated conveniently.

¹²⁰ As mentioned before, the Federal Commission for Foreigners (FCF) perceives integration as the possibility and aptitude of a person, to move independently in its concrete, constantly changing social environment. Integration means equal opportunities in participation of all residents in Switzerland in the resources and processes of the society. Available at http://www.eka-cfe.ch/d/Doku/prioritaetenordnung_d.pdf (18.04.2005).

bridging function to civil society actors active in the field of integration.¹²¹ In this context, it cooperates with cantonal and communal authorities, immigrant services and actors of immigration such as charities and economic associations. Its tasks primarily concern information and mediation, and it publishes opinions and recommendations.¹²²

In the draft of the new Foreign Nationals Act¹²³ it is explicitly stated that the federal level, the cantons and the municipalities, the social partners (*Sozialpartner*), the NGOs and migrant associations work together regarding integration.

Furthermore, it is pointed out that the advisory Commission for Foreigners shall deal with social, economic, cultural, political, demographic and legal issues, which arise from the residence of foreigners in Switzerland. It cooperates with the responsible federal authorities, the cantons and the municipalities, the cantonal and communal foreigner services and commission for foreigners as well as with the migrant associations and the NGOs, which are active in the field of integration. It participates in the international exchange of views and experiences.

Due to the fact that the better part of integration issues is decided upon on the local level, possible success and failure of integration policies largely depend upon related offers provided for on the local level, such as local communities, municipalities and cantons. The cantons and municipalities have created or are in the process of creating an infrastructure constituting the basis for deliberate local activities in the integration of immigrants mainly in co-operation with communities, but also immigrant organisations, facilities of adult education and further organisations providing integration offers.

A part from NGOs who offer diverse levels of language courses across Switzerland, local migrant organisations also occasionally develop efforts to organise such courses.

Furthermore, the interview partners identified several institutions or organisations which are assigned specific roles in the field of vocational qualification: First, this is the unemployment insurance. On the one hand, this institution offers regular programmes for vocational qualification which are open to foreigners as well as to members of the majority society; on the other hand, they also provide qualification measures especially considering the needs of immigrants, albeit without treating them as a specific target group of tailor-made measures as already mentioned. Other entities acting in the field of vocational qualification are the local municipalities and NGOs which usually closely cooperate with the cantons. They also offer regular measures as well as special activities for immigrants in order to foster their vocational qualification. Furthermore, they often offer counselling and care facilities. Some of the NGOs provide local language courses and special vocational qualification activities for vocational integration of immigrants in the field of integration courses funded by various sources. Different organisations offer a wide range of offers and comprehensive approaches in one, such as for example an institute in Basel¹²⁴ which covers work, continuing education, vocational orientation and training and research as well as integration courses constituted of different modules including site-visits and relying on mediators.

¹²¹ *Vernehmlassungsverfahren, Erläuternder Bericht* (Consultation procedure, explanatory report) May 2003, p. 8 and draft version of the New Foreign Nationals Act in the National Council (*Nationalrat*) debate in June 2004.

¹²² <http://www.bfm.admin.ch/index.php?id=187&L=3> (30.05.2005)

¹²³ Version of the National Council (*Nationalrat*) debate in June 2004.

¹²⁴ ECAP (see best practices for more details)

In Austria, voluntary measures included in this analysis are for the most part carried out by NGOs. Course instructors report on co-operations of their organisations with other NGOs as well as with municipal or governmental bodies, with social scientists, with migrant organisations, and in the field of vocational training of co-operations with the labour market service as well as with private companies. These co-operations can include financial and logistical support as well as involvement regards contents.

3.5.2. Language and integration courses

3.5.2.1 Technical implementation

3.5.2.1.1. Information and duration

In the Netherlands, municipalities have much more freedom in organizing the integration programmes for the pre-1998 immigrants than for the newcomers, including the number of hours to be spend in the course.

In France, a very poor knowledge of the previous existence of the reception mechanism could be observed:

Before their passing on the platform, almost none of the interviewed persons had ever heard about a reception mechanism. They come following a convocation and are more or less aware of the fact that the obtaining of a residence permit is linked to the medical examination.

The ignorance of the reception mechanism tends to put the recent immigrants in a position of more or less passive “receiver“. The more dynamic ones quickly understand the advantages that they can get from the reception on the platform and prepare the questions important to them. But others who have not prepared for the meetings with the professionals do not have the time to work on such questions and, as a result, to really valorise the interviews.

This viewpoint is confirmed by the sayings of earlier signatories of the CAI who stated that they regret not having been better informed about the reception on the platform and not having been able to formalise - by themselves or with the help of the husband/wife - the questions that they would have liked to ask. A minority mentions precise questions, that evolve around two axes of priority: access to work and professional training, on the one hand, questions related to obtaining the residence permit, on the other hand. Following that come, on a smaller scale, questions related to access to housing and schooling of the children.

It can be assumed that more precise information on the reception mechanism and before the passing on the platform is likely to modify, for numerous recent immigrants, the nature of the relation with the professionals. From relatively unilateral and “above to below”, the relation could evolve more to an “exchange” for the involved parties, allowing them to focus the interview on information useful to them and not to forget important questions.

In Austria, as in the other countries under comparison, many organisations have strong ties to a multitude of other organisations working in the field (NGOs as well as governmental) as well as to

official institutions. These networks are used to spread information on projects and offered courses. Besides, the word of mouth by former participants is said to be an important, if not major, means to spread information. Although there are of course differences in duration as regards the analysed projects, most measures last for about three to six month. On the average, this accounts for about 4-6 hours per week.

In Switzerland, non-state representatives sometimes argued¹²⁵, that many promising smaller projects remain without having all the positive effect they potentially inhere, as immigrants are not sufficiently informed about their existence. Larger and well established institutions are clearly in a more favourable position, as they are known among the social networks of immigrants who tend to recommend them within their community.

3.5.2.1.2. Target groups

In Germany, while the target groups for participation in the compulsory integration course are restricted to third country nationals (EU nationals can take part in integration courses on a voluntary basis if spaces are available and are required to pay a course fee), participation in voluntary activities is open to every immigrant. However, the main target groups are considered to be foreigners with a permanent residence status (entitlement and permission of sojourn). The target group for integration measures also comprises labour immigrants in general (not seasonal workers) as well as those who have come to Germany on grounds of family reunion, recognised asylum seekers and refugees, Jewish quota-refugees as well as ethnic Germans.

Special regulations (*Oudkomersregelingen*) exist for immigrants who had already settled in the Netherlands before the introduction of the WIN – hereafter called the “pre-1998 immigrants” – and who are insufficiently integrated into the job market and have insufficient command of the Dutch language. A variety of programmes exist, each designed for specific target groups and with specific aims. Priority groups are the unemployed and “educators” (parents).

In the Netherlands, for the “educators” the course also – indirectly – aims at improving the educational achievements of the children (by giving support to the parents in education and parental participation at school).

For the unemployed, the integration course is also focused on their labour market participation, whilst for the “educators” the course also – indirectly – aims at improving the educational achievements of the children (by giving support to the parents in education and parental participation at school). Depending on the situation of the course participant, he or she may follow a course that aims at social activation, labour market participation or further vocational training. Recently, as mentioned some municipalities have entered into contract with employers to promote the course participation of their employees or to organize language training on the spot (for example, the Royal Dutch Airlines and some cleaning companies in Amsterdam).

¹²⁵ as they have often in the framework of this project also regarding other integration areas.

In Austria, most voluntary measures are open to all migrants, regardless of their legal status. Some measures however concentrate on specific parts of these groups, for instance migrant women. Some NGOs offer their programme for migrant women (and their children) only, others have special “women’s courses”, often combined with childcare or special courses for their children. Also members of the "Second Generation" (children of migrants) or unemployed migrants are popular target groups of specific programmes.

In Switzerland, besides the target groups of the integration measures outlined above, current locally based projects on the voluntary sector offer programmes for newcomers as well as for settled migrants, sometimes courses and programmes tend to cover even a mix of both target groups.

Again the picture in this regard is very diversified per canton, but a number of selected examples of language courses offered in Switzerland is described briefly in the following to give an idea of the diverse offers existing. (see best practices for more details)

In the Canton of Neuchâtel, a wide range of French language and integration courses, especially designed for newcomers and offered by various institutions and bodies, are supported and partly carried out, coordinated and financed also by the integration delegate.

Several NGOs offer specific language course for women migrants, often in the framework and the setting of a much wider range of activities.

In St. Gallen, a language school for women¹²⁶ aims to support and educate women based on a comprehensive offer and philosophy. The target group covers a broad variety of backgrounds, education and needs. The applied philosophy especially targets women without school education and experience in their countries of origin and the orientation is therefore as “low-level”¹²⁷ as possible. Another Centre in Geneva¹²⁸ has also a very low language level approach, embedding their language courses in a comprehensive offer of diverse surrounding activities.

Another project and other organisations in Basel¹²⁹ (but similar offers focuses also existing in other cities) offers German and integration courses for female newcomers in different quarters and neighbourhoods including site-visits.

In general, NGOs and language institutions offer diverse (intensive) language courses of different levels, for newcomers, general target groups or specifically targeting women. Migrant organisations have also become active in this field as cases in Neuchâtel and Langenthal exemplify. Indeed, the one year project in Neuchâtel offering a Saturday language and integration (orientation about life in Swiss Society) course for Somali mothers was created and organised by the Somali community in the Canton of Neuchâtel.

For unemployed persons, a considerable amount of language courses are provided in the framework of labour market measures (with mandatory elements).

Orientation courses are not offered on a nation-wide basis in Switzerland. With the entering into force of the new Foreigner Nationals Act it will still be the Cantons only who have the possibility at their disposal to implement such courses. Nevertheless, in the various Cantons there are many offers already in existence, some of them with a special focus on new immigrants; mostly, they are

¹²⁶ AIDA; www.aidasg.ch

¹²⁷ „niederschwellig“

¹²⁸ CAMARADA (Reception and Formation Centre for exiled women and their children); www.camarada.ch

¹²⁹ German and integration course in the quarter by K5 course centre (*Kurszentrum für Menschen aus fünf Kontinenten*) and similar courses by ECAP for newcomers in general including a vocational orientation element.

implemented, organised and carried out on the local level (NGOs) and in connection with language courses as mentioned and outlined above. One must consider that respective orientation courses are differently organised depending on which local community is responsible for the implementation. Some again concentrate on specific target groups such as migrant women.

3.5.2.1.3. Number of participants and dropouts

In the period 2000 – 2003, a total number of 42.752 pre-1998 immigrants have started with the integration programmes in the Netherlands (that is: in the most important 54 municipalities). A number of 14.935 of them (35%) have successfully accomplished the programme and 9.487 immigrants (22%) have dropped out. Somewhat less than half of the participants, this is a number of 20.792 course participants (48%), have stayed in the programme.¹³⁰

As regards voluntary programmes for settled immigrants: In 2004 the city of Amsterdam had formulated a forecast of 2295 course participants and for the city of Rotterdam this prognosis was 1916 course participants.

In Austria, programme managers and course instructors accentuated the need for designing measures adjusted to migrants' needs. If courses are offered for reasonable prices, at convenient times, and possibly with additional supporting measures such as childcare, the demand is always bigger than the offer. Many organisations report long waiting lists of up to 300 persons, especially in the field of language tuition, but also in qualification programmes. Out of the sample for this study, language courses consisted of around 12-16 persons on the average. Most course organisers report very low dropout rates in their courses. This is assigned mainly to the high motivation of participants, and the reasonable costs for migrants in most of the programmes. In their view reported dropouts result from the overall difficult situation many migrants face in their daily life, especially regarding their legal and employment situation and sometimes family obligations.

Numbers of participants in voluntary activities in Germany are not available.

3.5.2.1.4. Funding and costs for participants and for the organisation

In France, courses are for free. Participants must pay for transport tickets if necessary.

In Switzerland, courses are sometimes partly financed by the federal level (through the Federal Commission for Foreigners/Federal Office for Migration),¹³¹ partly by the association/organisation and/or partly by the Canton, therefore in these cases only a minor contribution is paid by the migrant. An example of such a course organised by a migrant organisation has been encountered for instance in the municipality of Langenthal where the local Alevi Association has set up a low level German language course, focusing amongst others on shift workers, which reflects in the course structure and

¹³⁰ Source: <http://www.inburgernet.nl>. Although the data presented in this section draw on an official source, the numbers appear not to be accurate (absolute numbers and percentages do not correspond).

¹³¹ financed in the framework of the Confederation's integration promotion programme.

time schedule, but generally having a mixed target group including mainly settled migrants. The underlying stated goal being the promotion of integration, subjects such as the school system, the government system, elections and generally the Swiss system are also being tackled. The course is partly financed by the federal level (through the Federal Commission for Foreigners/Federal Office for Migration),¹³² partly by the association and therefore only a minor contribution is requested from the participants.

The earlier mentioned project by the Somali Community in Neuchâtel for Somali mothers was also financed for a major part through the Federal Commission for Foreigners/Federal Office for Migration)¹³³, but partly also by the municipality.

Generally, in Switzerland many projects and courses are funded at cantonal (often through the integration delegate) and municipality level.

Prices can vary of course according to the course contents, but mainly depend on funding structures from the organisations. In Austria, most of the NGOs included in this analysis have a certain amount of measures funded by national institutions (e.g. governmental, city, labour market service, etc.) or by EU-funds. Thus, a certain number of courses can be offered at a lower price, allowing more migrants to participate. Several programme organisers also report that their organisation offers certain exceptions like remissions of fees or reductions, e.g. for grants in exceptionally difficult financial situations. They all stress however, that these regulations are specific for their respective organisation, and mostly decided on an individual basis.

In the Netherlands, municipalities receive funding from the national government. Despite their relative freedom in organising the integration programmes, the main conditions stated in the regulations refer to the content of the plans that municipalities submit. Only recently, the government has set some additional rules. Now, the municipality has the obligation to enter into contract with the immigrants and to monitor the achievements of the course participants.

3.5.2.2 Evaluation by course participants

Generally, in France, the receptivity of the recent immigrants to the different steps of the reception seems good; most of the people expressed their satisfaction with the mechanism put in place. The grounds for satisfaction vary a lot from an individual to another and are sometimes based on feelings and impressions that have little to do with the content of the mechanism. For the questioned persons met on the platform, the relief felt, following a “stress” or a feeling of “fear” before arriving at the offices of the OMI, the satisfaction of finding oneself surrounded by migrants in the same situation as you, the warmth of the voice of the social auditor etc. are all enough to predispose them favourably towards the mechanism, whatever the more concrete services may be that they get from it.

The importance of the personal situation of the recent immigrant:

Numerous personal variables explain the diversity of perceptions of the reception by the new immigrants.

¹³² financed in the framework of the Confederation’s integration promotion programme.

¹³³ financed in the framework of the Confederation’s integration promotion programme.

- the socio-cultural level of the person, his/her initial level of education : the understanding and memorizing of the messages seem indeed linked to the degree of familiarity with and mastery of the language (and of the administrative language, in particular), of more or less abstract socio-political concepts (notions of law and rights, liberty, equality, rightful claimant, integration, etc...).

- the mastery of the French language, which has a direct impact as much on the understanding of the unfolding of the mechanism as well as on the understanding of the actual provided information. The poorer the knowledge of French, even non-existent, the more the persons have an “impressionistic” perception of the reception mechanism, marked by the important part taken by the quality of the relationship with the professionals as well as the pictures conveyed by the film, even if they do not necessarily understand their message.

A second category of data relates to the anterior degree of familiarity with the French culture and to the nature of information on the welcoming country, which differ a lot:

- the regularized persons have often been in France for many years and have learned to get by, alone or with the help of others. The locating of the institutions, the knowledge of the French “system” have been partly accomplished. For that reason, some questioned persons say they have already taken some steps with the ANPE¹³⁴, the AFPA¹³⁵, they are registered in various interim agencies, which does not change the fact that these recent immigrants discover, with their passing on the platform, information that they were not aware of.

- some newcomers are really familiar with France, a familiarity dating back to childhood (a relative living in France for a long time, which they visited more or less regularly, studies made in France at some point in their education, before coming back to the country through marriage), while others discover the receiving country in which they come to live for the first time.

- some persons questioned mentioned their difficulties in rebuilding references and a truer image of France, after having been “abused”, misled by myths told by fellow countrymen living in France.

A third category of variables obviously interferes with the perception of the reception, that relate to more psychological parameters. It is the person’s attitude towards the migratory project. To be quicker, some recent immigrants show right from the start a will for self-sufficiency, for taking care themselves as much as possible of their integration in the welcoming country. For example, some have made inquiries about life in France and about the steps to take in their country of origin, at a French cultural centre, a consulate or have looked on the internet, have asked some residents. Once in France, they went to the prefecture to get some information about the steps to take.

Other recent immigrants, on the other hand, seem unable to become “actors” in their migration process. They admit not having made efforts to inquire about the welcoming country and having relied totally on their husband or wife or the family to obtain the documents and take the necessary steps.

One last category of variables relates to the objective situation of the recent immigrant at the moment of his passage on the platform. This one deals, on the one hand, with a diversity of expectations towards the professionals and, on the other hand, with a very selective attention paid to the different messages given.

For the earlier signatories of the CAI, the absence of a job at the time of the interview, and the importance of the worries caused by that, tend to overshadow the potential appreciation of the

¹³⁴ *Agence Nationale Pour l’Emploi* (National Employment Agency).

¹³⁵ *Association nationale pour la Formation Professionnelle des Adultes* (National Association for the professional education of adults)

welcome and integration contract; some recent immigrants, who see their identity hurt or harmed by migration, will focus on a message, which in their opinion has priority : the equality of rights of the migrants and the French, which will be enough for them to react positively to all the proposals included in the reception process.

The influence of the practical modes of reception:

Variables linked to the reception mechanism itself interfere directly with the receptivity of the recent immigrants towards the reception that is offered to them. The accumulation of favourably perceived signs, like the quality of the premises, the offering of drinks, the presence of other migrants in the same situation as them, the quality of the film, the empathy of the professionals, the quality of the working climate between the professionals etc. contribute to creating a positive image of the reception and make it what one of them calls “a nice surprise”.

Furthermore, as mentioned before, some earlier signatories of the CAI stated that they regret not having been better informed about the reception on the platform and not having been able to formalise - by themselves or with the help of the husband/wife - the questions that they would have liked to ask. A minority mentions precise questions, that evolve around two axes of priority: access to work and professional training, on the one hand, questions related to obtaining the residence permit, on the other hand. Following that come, on a smaller scale, questions related to access to housing and schooling of the children.

On the other hand, the reception on the platform is the object of a very positive appreciation by those present. Those who had fears about their passage at the OMI rapidly relax and are visibly relieved by the unfolding of the platform. Certain messages are particularly well received and seem to reassure some recent immigrants, who fear being classified as more or less undesirable “strangers”.

The newcomers who passed on the platform many months ago also admit, for the most part, the reception at OMI as being a “pleasant recollection”.

A minority turned out to be more critical: these are either persons who haven't received the answer to the question that they had, or persons who consider already knowing the information given, or persons who remind of the gap between the great principles and their implementation (“*equality, fraternity... these are only words!*”), or, in one case, of a difficult interaction with one of the professionals on the platform (a husband saying he is embittered about a remark he considers unkind made to his wife).

Without wanting to question this high level of satisfaction, it ought however to be interpreted and, in part, put into perspective because it is undeniable that some newcomers, while considering themselves very satisfied, have only understood a tiny part of the information that has been given to them (especially those who speak little or no French). Moreover, in some cultures, it is not correct to publicly express reservations or dissatisfaction.

Finally, for many interviewed persons, the satisfaction expressed is not only due to the concrete offer of services, on the platform but proceeds from what this reception has bred into them, implicitly, the hope of a follow-up in the duration of their process of integration. This hope was furthermore reinforced by the signing of the welcome and integration contract.

In other words, the proposed reception suggests at the same time the idea of an interest of the French State for facilitating the integration of the newcomers, which tends to legitimate their installing in the receiving country, and the possibility of a “place” where the recent immigrant can expose, if needed, his expectations and difficulties to professionals appointed to help him.

This assumption is partly confirmed by the interviews of the recent immigrants who signed the welcome contract many months ago. Some of them, while admitting that they appreciated the

reception on the platform, expressed their disappointment of the fact that neither this reception nor the signing of the CAI had any real impact on their integration process, precisely for lack of support in the duration.

Another light on the importance and the quality of the reception is shed by the reactions of husbands/wives, who themselves passed through the OMI before the implementation of the reception mechanism. All of them say they are happily surprised by the new step/procedure put in place and regret not having been able to benefit from it. This positive attitude of the husband/wife has then a favourable impact on the reactions of the concerned newcomers.

In the case of Germany, while voluntary integration projects – which are not directly linked to the mandatory integration course and touch open a variety of issues – do undertake (mostly small scale) evaluations of their work, those evaluation reports of individual projects were not included in this analysis. However, the interviews provide some insight into what elements are considered particularly important for successful integration programmes, projects and courses. In regard to the benefits and limitations of voluntary activities, the immigrant interview partners concluded that the motivation in case of voluntarily participation in an integration measure is much higher than in case of compulsory participation. From their experience, this was indeed the case with the courses and projects they attended, where they judged participants to be eager to learn and attentive. The reason for this, they felt, is that participants in voluntary integration measures usually have a permanent residence status, have found employment and want their children to be educated here. One further advantage of voluntary participation in the view of the interview partners was that it enables the immigrant to choose the offer most suitable for his/her personal interest and needs.

The limited range of the voluntary measures was said to be the greatest drawback by all interview partners, migrants and others alike. In particular immigrants who already reside in Germany for a longer time have established their own social contacts during their years of residence in Germany, which often consist of members of their own ethnic group. In such cases the interest to take part in voluntary integration activities tends to be limited – they often live, work and spend their spare-time rather separated from the receiving society.

In Austria, the possibility of attending “sponsored” courses is assessed as very helpful and motivating by migrants as well as by course organisers. According to several interviewed participating migrants, the amount to which they can affect the curriculum of courses varies a great deal depending on the instructor in charge. In the interviews, a wide range of reasons is given for migrants to participate in various voluntary measures, the most important being the desire to be independent in managing their life in Austria. The following incentives are pointed out by migrants to be determining their decision to participate in voluntary measures: the opportunity to attend free measures and funded courses, courses with supporting side measures (such as child care), measures allowing them to attend other courses (e.g. alphabetisation, enabling them to attend a German course subsequently), and measures leading to a degree, e.g. for skilled labour. Additional incentives especially emphasised by migrant women are the possibility to socialise and meet other migrant women in a protective surrounding and to get information and help with daily matters (schooling, child care, medical treatment, employment, legal status, etc.).

In Switzerland, as in the other countries compared, especially the female migrant group appreciated accompanying measures to the actual language courses. The availability of children care facilities was called as one crucial aspect to practically enable female migrants to attend a language course, as they often lack the necessary social contacts or help in their own environment to ensure that their children are taken care of while attending a course.

3.5.2.3 Assessments, effectiveness/efficiency (concrete results, main experiences, main deficiencies, main successes, evaluations, reactions)

In the Netherlands, much less is known about the integration programmes for the immigrants that have already settled in the Netherlands before the introduction of the WIN. This is partly due to the fact that the integration trajectories for these immigrants are voluntary and left to the market, so that the situation is more cluttered. Also, the integration programmes for this category of immigrants is partly financed by generic educational funds (for immigrants and native Dutch alike) and, therefore, it is not possible to sort out separately the specific immigrant programmes.

One of the problems that have been often signalled is the waiting list for the integration courses. The problem appears to be most pronounced in the large cities, that have long been unable to meet the demand, especially in Amsterdam and Rotterdam.

After the integration programmes were left to the market, according to NCB's director, it became possible to offer courses "close to the people" and in their own social environment. The approach of the NCB is one in which the focus is not only on the course itself, but also on the guidance and support of the participants in terms of their labour market position, their social participation in the neighbourhood (for example, parental participation at their children's school, neighbourhood safety, etc.) and childcare.

In France, it is obvious that the presence or absence of "tools" for translating the messages, for those who don't speak French, as well as the time allowed for the different interviews have a direct influence equally on the understanding and the judgement of the reception mechanism.

The analysis of the motivations to the signing of the CAI demonstrate the obvious role of the social auditor: in one of the sites, the very directing approach of the professional caused some recent immigrants to have felt "compelled" to sign the contract; in other sites, the kindness of this same professional led some recent immigrants to declare having signed mostly to "please him/her", as thanks to his/her kindness.

Finally, the time passed between the arrival in France and the passing through the platform of the OMI tends to limit, for certain persons, the interest in the reception. A new arrival noted that the four months passed allowed him to collect information on French refresher courses, access to health care, job services etc. at the town hall or different government services.

As mentioned before, the poor knowledge of the previous existence of the reception mechanism could be observed, which, as well as the ignorance of the reception mechanism, tends to put the recent immigrants in a position of more or less passive "receiver". The more dynamic ones quickly understand the advantages that they can get from the reception on the platform and prepare the questions important to them. But others who haven't prepared for the meetings with the professionals don't have the time to work on such questions and, as a result, to really valorise the interviews. One can assume that a more precise information on the reception mechanism and before the passing on the

platform is likely to modify, for numerous recent immigrants, the nature of the relation with the professionals. From relatively unilateral and “above to below”, the relation could evolve more to an “exchange” for the involved parties, allowing them to focus the interview on information useful to them and not to forget important questions.

In Austria, by emphasising the importance to meet migrants’ needs on all levels, the interviewed course organisers stressed the financial aspect, and consequently the possibility of attending “sponsored” courses, very strongly. According to course organisers and course instructors, migrants generally attend courses in order to gain more autonomy in Austria. This includes various aspects ranging from being able to cope with everyday situations (shopping, doctor, school, etc.) to the prospect of having better chances on the labour market. According to all interviewees, childcare is a crucial side measure in all the programmes. Migrants as well as course instructors and organisers stress the importance of offering childcare during language courses and qualification measures in order to enable migrant women to participate. Most of the institutions included in this study offer childcare during at least some of the courses (mainly morning courses). The two included NGOs offering courses for women only offer childcare during all their courses, one of them includes a separate multilingual kindergarten. A main success of programmes with a holistic approach seems to be due to fact, that not only one certain problem (like lacking language proficiency) is solved but that the situation of participants is generally stabilised. According to several project managers also the psychological stabilisation of the participants is seen as a goal and success.

3.5.2.4 Difficulties

One of the problems that have been often signalled in the Netherlands is the waiting list for the integration courses. This has led to the introduction of the so-called Task Force Integration in 2000, that aimed at reducing these waiting lists. As a result of the efforts of the Task Force and the organizations involved the number of people that is on a waiting list for more than a year has been reduced from 35 per cent of the waiting list in 2000 to 2 per cent in 2001 (IBO 2002: 27). Yet, the problem of the waiting list has not been resolved. The problem appears to be most pronounced in the large cities, that have long been unable to meet the demand, especially in Amsterdam and Rotterdam.

According to interviewed migrants, including those interviewed in Austria, getting to know about existing programmes is a major problem. They report for instance that information on courses is sometimes designed in a way that does not give them the impression to be a target group. Several migrants living on the countryside, stressed the need for more offers in rural areas.

The following fact seems to be a problem and positive effect at the same time, which was also mentioned in Switzerland: Though all people interviewed unanimously stated that the number of social contacts did increase because of the language courses, the contacts were often limited to other foreigners. In their own assessment they managed to establish only limited contacts to members of the receiving society, during but sometimes also after finishing the course.

Herein, one can observe, that knowledge of language is certainly a very important factor but is just one element in the integration process and not in itself sufficient respectively does not help a lot yet.

On the other hand, critics highlight the lack of systematic character in the “course landscape” as well as the lack of clear goals and objectives in the very diverse and scattered offers of language courses in Switzerland. Others highlight the fact that defined and common benchmarks are missing as well as criticise the sometimes too short durations of the several courses.

3.6. PROBLEMS (and assessments) OF INTEGRATION POLICY

The interview partners from the government and various authorities side as well as from the NGOs emphasised the undeniable fact that successful integration affects large parts of the society: All various sectors would profit from successful integration or suffer from the consequences of disintegration. That is the reason why integration of immigrants has to be the concern of all political, economic and societal sectors, at all levels, starting with the immigrant him/herself, the non-immigrant population, local communities as well as the federal level. Integration policy, however, has to be perceived as being a specific and specialised policy approach while at the same time requiring political measures in the field of education and labour, economy and other various issues. Measures and activities in these fields must also ensure that the specific interests and needs of immigrants are being considered sufficiently.

Representatives of the government as well as from non-governmental organisations saw the major problems of integration policy in the field of education and labour. Both aspects are of basic importance in the integration process, as they are fundamental factors for social integration.

3.6.1. Language/orientation/education

In the German case study, all persons interviewed thought it was good that immigrant children in Germany are formally treated equally as German children in regard to access to schools, apprenticeships and higher education (this does not apply to full extent to children of illegal migrants). The high number of school **drop-outs**, however, which is much higher with young migrants, was judged to be worrying. Furthermore, on average they reach lower education levels than children of German decent. The results of the PISA study shows that other countries with a similar migrant population do much better in providing migrant children with equal opportunities and support in the educational system than Germany. The results achieved above all in Sweden and Norway are strikingly better – both countries practice, among others, a flexible native language teaching approach.¹³⁶

In most cases the strong correlation between success in school and social background was claimed to be the reasons for this striking difference. Consequently, experts argue that support and training for children, especially from socially vulnerable families, should be intensified and started at an earlier stage.

In particular non-governmental organisations call for more initiative in the field of education. They argue that the education policy for migrants currently practised is ineffective and greatly varies in form

¹³⁶ See *Beauftragte der Bundesregierung für Ausländerfragen* (delegate for foreigner issues), 2002, S. 183.

and success from *Bundesland* to *Bundesland* (due to the fact that school education falls into the responsibility of the *Bundesländer*). They demand a comprehensive approach instead of isolated individual measures.

Similarly, also the PISA studies of 2000 and 2003 for Switzerland identify the importance and influence of the economical, social and cultural background and status in this regard.

A major part of the foreign-born adolescents in Switzerland does not speak the local language at home and originates mostly from a socially deprived family. Those adolescents may be considered to be to a certain extent disadvantaged twofold. According to experts, the performance backlog of migrant youth can be explained in large part through their social background and milieu characterized by low educational level and attainment.¹³⁷ The recent PISA studies clearly establish a correlation between the low level of education of the parents and underperformances at school, which disadvantages persons of foreign-language background especially regarding reading (which cannot only be learned in school).

Consequently, Swiss authorities have and are continuing to look for appropriate means, methods and programmes sometimes under the form of innovative pilot projects to tackle these issues.¹³⁸

Oral communication is often considered a very important element, as it especially allows active and unlimited communication which can provide the conditions for integration, settlement and equal opportunities in the society. Taking into the account the special situation of the different dialects and idioms in a country such as Switzerland, knowledge of these respective dialects can have a positive effect on integration into society or especially into the labour market. However the discourse highlights the fact that also Swiss children's language knowledge may be deficient and that in school all children should learn and be able to speak standard German (and not only Swiss German) respectively the so-called standard language. Migrants usually learn German (not Swiss German) and one starts now to urge public authorities and offices, but also teaching staff on parent-teacher conferences and ultimately, all persons who talk to migrants, to also speak German and not dialect.

In the ROC of Amsterdam, it is intended to give the social-orientation training for the poorly educated in their mother tongues. The difficulty here is to find enough teachers in the many languages of the newcomers.

3.6.2. Labour

Many interview partners, especially those working in the field of vocational qualification, agreed upon that the significance of successful integration into the labour market cannot be estimated high enough, as it not only ensures maintenance, but also helps to shape the personal development and consequently

¹³⁷ BFS (Swiss Federal Statistical Office) / EDK (Swiss Conference of Cantonal Ministers of Education), "PISA 2003 : *Kompetenzen für die Zukunft - Erster nationaler Bericht* (skills for the future – first national report)", Bildungsmonitoring Schweiz, OECD – PISA Programme for International Student Assessment, Neuchâtel/Bern, 2004; available at http://www.portal-stat.admin.ch/pisa/download/p2003_rappnat1a_d.pdf (30.05.2005).

¹³⁸ As for instance the *Sprach- und Kulturbrücke* (language and cultural bridge) project, which is a language promotion project at school level developed in canton Basel, which concept foresees an additional teacher who has a pedagogic education in the language of origin of the foreign-language children most represented in the classes.

is one of the basic units in the integration process. Vocational integration depends on various factors, mainly on the degree of language knowledge, the degree of education and the qualification profile of the individual immigrant.

In Germany, all interview partners from the state side as well as from non-governmental organisations regard the lack of integration of immigrants in the labour market as one of the most worrying problems. They all point out that access to the labour market and to employment has considerably deteriorated in the recent years. The unemployment rate among foreigners is roughly twice as high as the unemployment rate among German employees. The reason is seen to be in the structural adjustment in certain sectors which affects foreign employees more than German employees. Employment in the producing industry (like manufacturing industry, mining and construction), where foreign employees have mainly been recruited for and are still mainly employed has considerably dropped.

At the same time it was underlined that employment of foreigners in the service sector has increased in the recent years. This could be seen as the normal adjustment of employment of foreigners, however, whereas Germans mainly find employment in jobs of high quality in the service sector (e.g. business oriented services like counselling, research and development), it is – as in the producing industry - again the more simple jobs with rather unfavourable working conditions migrants tend to be employed in (e.g. personal services, cleaning, washing). Experts agree that this development will be a problem in the future and is harmful to integration at the present. There are demands put forward also by the non-governmental side that access to the labour market should be facilitated for migrants by less strict regulations in regard to the recognition of their vocational qualifications.

Similarly in Switzerland, in periods of economic downturns it became evident that foreigners in general, but particularly immigrants from non-EU and non-EFTA countries, were overrepresented among those unemployed, creating pressure on state policy to become active in this respect.¹³⁹ The structural data of immigrants in the field of education and employment can thereby serve as an indicator for the difficult situation of immigrants regarding their competitiveness on the labour market.¹⁴⁰

About 1 Million foreigners are working in Switzerland, which represents about 25% of the economically active, although the representation is regionally very diverse. There are cantons which have a very high number of foreigners among the employed, namely border cantons. Every second man-hour in the hotel and restaurant industry is done by a foreigner.

Migration policy in Switzerland was and still is closely linked to labour market policy. The admission of foreign workers to the Swiss labour market is primarily based on “macroeconomic interests”.¹⁴¹ There is no precise definition of this concept in the law, but immigration policy shall always be based

¹³⁹ The explanation for this argument is that those foreign workers (because of poorer school education) are usually largely employed in the so-called low-wage sector, whereas only a few natives work in this sector. Thus, they can be easily substituted and are consequently more vulnerable to fluctuations on the labour market respectively unemployment.

¹⁴⁰ The unemployment rate of nearly 6,5% among foreigners compared to 2,9% for the Swiss population supports this thesis. Every 4th employed person is a foreigner but in the unemployment insurance they represent 40% - therefore a disproportional representation.

¹⁴¹ This does not necessarily conflict with the fact that in some cases humanitarian reasons gain upper hand when deciding that a person shall be granted a residence permit, even if doing so speaks against economic interests.

on the assessment of the situation on the labour market. In this regard Swiss policy in principle prioritises EU- and EFTA-citizens. Only in cases where no qualified persons of these two categories can be found, third-country nationals shall receive residence and work permits. Though this shall mainly apply to persons with key qualifications, in reality the majority of foreign population in Switzerland (especially those coming from non-EU and non EFTA countries) is engaged in the low-skilled sector. Related legislation¹⁴² contains a number of specific measures to foster labour market integration of individuals with restricted access to job opportunities. These offers, for instance special job training measures, internships, educational programs for specific target groups are also available for migrants who find themselves more often in a situation covered by these programs than Swiss nationals.¹⁴³ The vocational integration of people immigrating to Switzerland is being fostered in various ways. It has to be considered that these measures are sometimes even combined with language courses, as language knowledge is considered to be crucial for vocational integration. There are various examples of measures carried out in the framework of federal labour market measures, as well as of various cantons, municipalities and NGOs fostering vocational qualification, also for specific target groups such as women or migrant youth.

Furthermore, another contributing factor to the current situation on the labour market was the fact that family reunification with children sometimes takes place at a rather advanced age (up to the age of 18), which means that part of the school education and qualification was gained outside Switzerland. This lead occasionally to qualifications not adapted to the Swiss labour market and its resulting problems.

As family reunification replaced occupation as main contributing factor to immigration, this also meant that a large part of newly arriving immigrants (children, wives, husbands) did not automatically enter the labour market anymore. Therefore the traditional concept of “integration by work place” became less effective. The question of integration policy on a broader basis increasingly became an issue.

The interviews of this study can only serve as a limited basis for assessing impact and effect of vocational qualification measures, primarily based on past experiences in this respect. It would be therefore interesting to carry out a follow-up and more extensive examination in order to analyse the success of such measures with regard to whether the immigrants in fact manage to successfully enter the labour market after completing the respective vocational training measure and to what extent the successful integration into the labour market took place.

¹⁴² Inter alia *Bundesgesetz über die Berufsbildung* (BBG) vom 13. Dezember 2002 (BBl 2000 5686), Ablauf der Referendumpflicht am 3. April 2003, Art. 59d des *Bundesgesetzes über die obligatorische Arbeitslosenversicherung und die Insolvenzentschädigung* (AVIG), Änderung vom 22. März 2002; vgl. BBl 2001 2245

¹⁴³ Although it should be noted there are no courses or measures in the framework of the Swiss unemployment insurance targeting as specific target group “foreigners”, but rather that certain contents and designs of courses are more often used by migrants.

3.6.3. Other

While no common understanding of the concept of integration seems to exist in Austria, the notion of integration as brought forward by the interviewees of this study were described as covering two main features as explained above, i.e. that it should be understood as a pragmatic and a two-sided process.¹⁴⁴ Indeed, in the interviews, criticism was raised sometimes, that integration in Austria seems to generally be understood as a one-sided process that has to be accomplished by migrants alone. For many interviewees, integration is tightly connected to equal rights and opportunities for migrants. Again, a part of the interviewees claims, that this is currently not always the case at present. Another already mentioned feature of definitions of "integration" is a *holistic* view.¹⁴⁵ In this regard, Austrian integration measures were evaluated as too narrow in their scope by some of the experts.

Common difficulties are those already outlined above in connection to the example of the cities, of Rotterdam and Amsterdam, where it seems difficult to attract the working newcomers to the courses (they may leave the course for a job) and the women who came to the Netherlands as marriage partners or in the framework of family reunification.

3.7. FUTURE DEVELOPMENTS AND THEIR ASSESSMENTS (including assessments of compulsory integration measures vs. voluntary measures)

This study gives an overview of various assessments on compulsory and voluntary programmes including developments in the future. For a thorough analysis, a closer look at the advantages and disadvantages of the different approaches as well as relevant assessments by all interviewed experts is required.

Based on experiences made, the assessments in the Netherlands are particularly interesting in this regard.

In the Netherlands, as mentioned before many people involved in the implementation of the integration programmes – and this applies to both Amsterdam and Rotterdam – are not against the compulsory character of the courses or, rather, believe that the obligation is a normal part of the settlement process of newcomers. “Newcomers have rights *and* obligations”, is the general opinion here. Generally, there seems to exist agreement upon two aspects of the compulsory character of the integration courses. First, it is generally admitted that the compulsory character of the programme is unnecessary because most newcomers are very motivated or eager to learn the language and to participate in the integration courses. In particular, this is the experience of the ROCs – both at the

¹⁴⁴ *Pragmatic* meaning that migrants should be able (or be enabled) to participate in all relevant aspects of their life and *Two-sided* meaning that integration has to be conceptualised as a process of adaptation by migrants as well as the Austrian society.

¹⁴⁵ According to this approach, real integration means that people have to be able to participate in social life in diverse (i.e. political, economic, civic, social etc.) ways.

level of managers and teachers. Second, it is equally emphasised that the obligation to participate in the integration programme is favourable for women, especially for those immigrant women who otherwise would not have the opportunity to follow a course, because of their limited freedom of movement outside the home. This view seems to be widely shared by various experts from the local government, NGO's and people involved in the implementation of the integration courses.

Generally, the newly arrived migrants are motivated to participate in the integration courses. They have high expectations of their coming to the Netherlands and believe that learning the language is a prerequisite to realize their ambitions (Smit 2004: 192-8). There is a difference, however, between different groups of immigrants. Turks and Moroccans report not to have any objection whatsoever against the mandatory participation in the courses (ibid: 193-4). They view learning the language as a first step to realize their ambitions and achieving economic independence. They came to the Netherlands with high expectations, partly because they had already some knowledge about the country of destination based on information from relatives and friends in the Netherlands. Newcomers from the Netherlands Antilles are Dutch citizens and are less motivated to learning the language.¹⁴⁶ They report to be more interested in "real" education and if it were not for the obligation imposed on them, they would have skipped the integration course. Refugees, Sierra Leonean migrants, are more motivated to learn the language, but unlike the Turks and Moroccans, not so much as a necessary step for getting a job or further education, but as a means of getting to know the new society and get into contact with Dutch people.

Most of the Antilleans feel they should not be obliged to follow the integration course (Smit 2004: 199-200).

The integration courses are offered to newcomers free of charge. Still, no costs are involved for participants, but this will change when the new policy will be implemented: course participants will have to pay for the course. Newcomers who are actually enrolled in a course or who have recently completed the course often know already what the policy changes will be. Asked for their opinion, it seems that migrants are not so much against the obligation to participate in integration courses, but oppose the idea of having to pay for the course.

The two earlier cited women from Egypt and Indonesia interviewed in the Netherlands, who recently completed the course, agree with the obligation of learning the language. They are of the opinion that if you come to a new country you should learn the language and get to know the society you live in. They agree with the obligation and they do not oppose the sanctions either. Since the municipality offers the course gratis, they feel that the consequence of not complying with the obligation is justified. The Egyptian woman: *"My friend told me that maybe, with the new law, newcomers will have to pay themselves. I don't agree with that. But if I am obliged to learn, and the sanction is a penalty or a cut of your benefit, that's o.k., because... If I am in the Netherlands and I can't speak the language, I don't understand anything, I can't go shopping on my own.. You need to speak the language, you should get to know the culture... everything of the Netherlands."*

Although the revision of the WIN is foreseen in the nearby future, it is not yet current practice. Nevertheless, the intended policy affects the compulsory/voluntary character of the integration programmes – which is the main focus of this study.

¹⁴⁶ Antilleans are more or less familiar with the Dutch language, but this depends on the socioeconomic-class background. Most newcomers are from the lower socioeconomic strata of the islands, especially Curacao, and for them Papiamentu is the mother tongue.

Future changes of the WIN

The changes will be introduced in phases from 2005 onwards. The basic changes involve¹⁴⁷:

- Greater responsibility of the newcomer for his/her own integration programme.
- The integration programme is financed by the newcomer him/herself.
- Not only the integration of newcomers is compulsory, but also the integration of the immigrants who are already settled in the country (as defined by the WIN).
- The integration starts already in the country of origin, where the immigrant needs to pass a Dutch language test in order to get a visa (MVV) in order to apply for a residence permit once the immigrant has arrived in the Netherlands.
- The organization of integration courses will be entirely left to the market (that is profit and non-profit organizations).
- The role of the municipalities will be limited to providing information and control the integration process.

Comments on the revision of the WIN

One of the central points of debate is the question whether the revision of the WIN provides an instrument for integration or immigration. According to an important advisory body for the national government, *de Raad voor Maatschappelijke Ontwikkeling* (Board for Social Development), the integration programmes should rather be viewed in the light of integration than immigration policy (RMO 2003). Experts are convinced that the revision of the WIN is first and foremost a means to control immigration, and in particular the immigration from Morocco and Turkey where many marriage partners are sought after. After all, it is a viewpoint that has also been discussed in Parliament, where the responsible Minister admitted to – albeit reluctantly – the migration regulatory function of the new integration act.¹⁴⁸ As of yet, it is not clear, however, whether the intended integration test in the country of origin is feasible from a juridical point of view.

Several opinions may be discerned also regarding the question of the compulsory character of the integration programmes that will be introduced for immigrants who were already settled in the Netherlands before the introduction of the WIN. Some believe that it is too late now to require that the first generation ‘guest workers’ who arrived in the sixties and seventies should be obliged to follow an integration course. Others do not oppose the compulsory character of the measures because they believe that it gives an educational opportunity to people, especially women, who would not have this chance otherwise. Many believe, especially in Amsterdam, that encouraging people is preferred to force them to follow an integration programme.

Another aspect of the new law that is heavily discussed, is whether the expertise and professional knowledge that have been built up until now will get lost when the implementation of the integration programmes will be entirely left to the market. First, it is noticed that there is a shift from the solution of the problems in the current infrastructure of the integration programmes to an emphasis on the responsibility of the newcomer. Second, it is feared that the professionalization that has taken place and the expertise that has been developed are not guaranteed in the future. Whereas formerly the language courses have been largely organized on a voluntary basis in the scene of voluntary

¹⁴⁷ See legal analysis for more details.

¹⁴⁸ Source: *NRC Handelsblad*, August 2004.

associations and community centres, second-language teaching has gradually been recognized as a professional trade for which specific training is necessary. Now, educational and language experts fear that the clock will be turned back when the implementation of the integration courses is left to the market. Although the Minister proposes that a system of certification will be established in order to guarantee the quality of the course providers, in principle everyone who wants to, is entitled to offer courses.

Finally, municipalities oppose the idea of being responsible for the enforcement of the law, while at the same time losing their role as principal directors of the integration-programme policy.

Overall, besides the already elaborated factors concerning motivation and the weakness of sometimes limited reach of voluntary measures, it was pointed out as a further advantage of voluntary measures that they enable migrants to choose the offer most suitable for their personal interests and needs. Furthermore, project managers are quite independent in the actual planning of the contents of the courses. Moreover, they are flexible during the courses in regard to the participants' concerns and particular needs. Voluntary measures, due to their "market oriented" nature, tend to be up-to-date in particular regarding the actual needs and interests.

Concerning Germany, the following will examine how compulsory integration measures, which are ruled by law for the first time, are judged by the parties involved in the integration process. All four groups which were interviewed (i. e. state and non-state representatives, project managers and immigrants) were asked about the expedience of such compulsory measures and the standpoint varies considerably in regard of the meaning of compulsory integration measures. Their arguments will be shown below.

Immigrants

The analysis of the immigrants' interviews showed that they consider the introduction of compulsory integration courses a rather positive development. In nine of ten interviews conducted they answered that compulsory regulations would be favourable for the integration process. In particular, they regard the 600-lessons-comprising language course as extraordinarily important; the orientation course was of less importance. The immigrants strikingly often mentioned that they knew people from their own social environment who had been in the Germany for a longer period of time (up to 10 years) and had only a very poor command of the German language. Similar experiences were expressed by interviewed migrants in Switzerland. This, according to their overwhelming opinion, could be counteracted by means of language courses which are compulsory at a very early stage.

Advocates of Compulsory Measures

The opinions expressed by state and non-state representatives and project managers are more diverse. Those who favour compulsory measures basically reason that without the compulsory character the success of integration will not be realised and the political aim codified in the Immigration Act will be missed. They are aware of the fact that with this approach a certain pressure is exercised on the immigrants – something that is intended and unavoidable to achieve the aims set. They admit that there are surely many immigrants who would make use of voluntary offers but that voluntary measures would not reach all of them. As the German language is very difficult for immigrants to learn, they assume the number of drop-outs to be relatively high in case of options with voluntary character.

Moreover, they frequently pointed out that fast and founded learning of a language would not only be in the interest of the immigrant but also in the receiving society's. If immigrants are able to acquire

basic knowledge of the German language right at the beginning of their sojourn, the integration process will start quicker for all parties involved, immigrants as well as non-immigrants.

It was argued, though, that learning German in language classes would only have a limited success, if it is not also practice outside the classroom. A good command of the German language and the knowledge of idiomatic expressions may only be achieved in active and natural communication. Experience gathered outside the classroom has to be processed, as they would otherwise lead to failure and difficulties in communication. The language courses do not only provide initial help in learning a language, they also give initial help in communication practice.

Critics of the Compulsory System

Among the interview partners, particularly the NGO representatives and the project managers, expressed their concern about the compulsory system. They emphasise that while it is a very sensible approach to commit immigrants to the German language right from the beginning, learning, however, could only be done voluntarily. The crucial point in their arguments is that a system that is based on pressure which forces people to integrate will lead to a result that is quite contrary to what was intended. Successful language acquisition cannot be achieved with pressure they argue, but only with voluntary participation of immigrants in adequate language training activities. The compulsory character of the participation in the language courses allows for the allusion that immigrants are generally unwilling to learn and integrate. In their experience, immigrants, however, are mostly very eager to learn the language. Therefore the experts fear that the pressure might cause reactions of total refusal by the immigrants, which could have a negative impact on the integration process. Additionally, they suggested that the compulsory approach in the Immigration Act demanded too much from the immigrant at a too early stage. Alternatively they suggest a system considering the “integration biography” of the immigrant, allowing him/her to autonomously attend and choose the courses.

Similarly, overall the opinions on the sanctions as such differ considerably. Advocates also include parts of the migrants interviewed. It was nevertheless pointed out that the use of sanctions should be the *ultima ratio*. Critics refer to the often limited financial situations of migrant families and therefore criticise further financial burdens. The alternative to increase a system of incentives was emphasized.

In Switzerland, regarding the target group of the draft Foreigner Nationals Act, some interviewed experts pointed out that integration programmes should not only focus on new immigrants with the perspective of permanent residence but also on a much broader circle of beneficiaries, i. e. above all those immigrants who are already residing in Switzerland.

Particularly the non-state representatives express the opinion that it is wrong to exclude new immigrants from EU-countries from being a target of future regulations and implementation. Many experts stated that they see no real reason why immigrants from EU countries should be in less need of support with regard to integration than immigrants from third countries such as Croatian or Turkish for example. Integration experts from the Federal Office, on the other hand, argue that such a distinction can be justified because problems of integration and the resulting need for integration measures are more pressing for migrants of non-European countries such as the mentioned groups of nationalities than for Western Europeans or North Americans. More importantly, due to the agreements on the free movement of persons, EU and EFTA nationals cannot be obliged to comply with compulsory

integration provisions (which therefore can only refer to migrants of non-EU and non-EFTA nationals). However, they can also not be deprived of benefits. It is therefore furthermore argued by the Swiss authorities that the *right* to integration measures exists for all, i.e. that language courses cannot be mandatory for nationals from EU and EFTA countries, but that they would have to have the right (the possibilities) to use the offers as well.

The introduction of a system of initial promotion of integration for newly arrived immigrants was assessed positively by all the experts interviewed. The non-state representatives, however, point out that promotion of integration should not be limited to language training only.

The standpoints of the different interviewed experts vary considerably with regard to expected usefulness, impacts - including motivation of the target groups concerned - and consequences of compulsory integration measures.

The immigrants' and course instructors' point of view may be summarised as follows: A majority of interviewees is of the opinion that the immigrants' motivation in case of a voluntary participation in an integration measure is much higher than in case of compulsory participation. A closer look at experiences made in connection with integration courses support this assumption. The attending participants are all said to be eager to learn and attentive. Some of the persons interviewed had resided in Switzerland for a longer period of time already, but had not been able to learn the language - mainly because of their working necessity and schemes did not allow them to do so - and now had finally the time and money to tackle this long-lasting issue. One further advantage of voluntary participation thus is again that it enables the immigrant to choose the offer most suitable for his/her personal interest and needs.

Interestingly enough the analysis of the immigrants' interviews showed that not all of them considered the introduction of compulsory integration courses necessarily a negative development. In particular, they regarded them being approached at an early stage after arrival and the provision of relevant information as extraordinarily important, if embedded in certain conditions, especially financially affordable; the obligation as such was considered as being of less importance.

Having said this, a few of the migrants interviewed also reacted negatively to a possible obligation, fearing that this would endanger their own autonomy and freedom of decision-making, respectively "not wanting to be told what and how to do" as an independent adult person. It was noted that if naturalisation is made difficult, these obligations could be felt like harassment.

Furthermore, interestingly enough, one course instructor, who is currently giving language classes in the framework of a mandatory language scheme¹⁴⁹ for recognised refugees in the Canton of Bern and therefore has gained a still rare experience in both voluntary and mandatory language courses, argued in favour of an obligation as being necessary and important, most of all for refugees themselves. Since the Swiss model of the welfare state often is a novelty to refugees coming from different social systems and contexts, the target group is often not familiar with state response to occurring needs. It is of particular importance that refugees become somewhat "activated" in shaping their future from the very beginning of their residence, otherwise the inhibition threshold to register for a course automatically increases. This can result in growing passivity and retreat, exchange with others limited to contacts with countrymen only and find its final expression in an "ghettoisation". Such attitudes, notwithstanding the fact that they are comprehensible from the point of view of foreigners residing in a strange environment, prove to be counter-productive in the long run. Under specific circumstances a

¹⁴⁹ A pilot project, see best practices.

certain amount of outside pressure can be assessed as being necessary, this does of course not only refer to foreigners but is characteristic for human nature in general regardless of nationality. Persons of the target group shall be encouraged to realize their personal responsibility as soon as possible and at the same time develop perspectives for themselves. Mandatory measures shall more than anything else contribute to the avoidance of a situation where individuals who have lived in Switzerland for years never acquire language proficiency. Wrong patterns should be reversed as early as possible, an obligation sometimes constitutes an appropriate means, reaching beyond mere “empowerment”, experience shows that persons concerned oftentimes also discover their pleasure of language acquisition and contact to other cultures.

It was pointed out in many of the countries compared, also by non-governmental and linguistic experts in Austria, that a real mutual process of integration would also mean that the receiving society has to provide rights and opportunities as well, such as openness, equal rights and access, protection against discrimination and generally all the necessary conditions for migrants to be able to succeed in this society, which is often not the case. Generally, the if willingness and responsibility on the part of the migrants is requested, then the accurate offer also regarding introductory programmes has to be provided in the necessary quantity, quality and accessibility.

Governmental experts in Austria acknowledge that learning the language of the country in which one wants to live is a matter of course for many. On the other hand, language acquisition, is the opinion, should be seen as “investment in the future” by immigrants, therefore the compulsory nature of the integration agreement should not be interpreted as “anticipated distrust”. It is seen as legitimate to directly communicate, that language knowledge is desired and necessary, the more so as the persons concerned consciously decide to want to live in Austria.

In general, especially shown through the tendency of linking introductory programmes with residence permits, the obvious trend of introductory programmes being more and more linked to admission, residence and migration policy and immigration control in general can be observed.

3.8. LOCAL DIFFERENCES AND COUNTRY SPECIFIC FEATURES

The **Netherlands** has implemented a special system to address problems in executing the integration programme. In June 2000 the then Minister for Urban Affairs and Integration set up the Integration Task Force to support the municipalities temporarily, ROC's and the other executive organisations concerned in their efforts to improve the integration process. The assignment of the Task Force was threefold:

- Eliminate by 1 May 2001 the waiting list for training in Dutch as a second language for long-standing newcomers.
- Improve implementation and municipal management of newcomer integration, including regional cooperation.
- Improve the administrative information and monitoring of integration.

The Task Force by and large succeeded in reducing the waiting lists and has been disbanded in 2002. It has been followed up by a more limited support system, the Front Office, for a period of two years. Other supportive structures are to be found in the Expertise Centre Integration and Ethnic Minorities (*Kenniscentrum Integratie en Etnische Minderheden*, KIEM) and the website *Inburgernet* - both established with the support and information of, among others, the Ministries concerned.

In **Switzerland**, as mentioned before, due to its federal system, most public tasks lie within the responsibility of the cantons. This also refers to the so-called “regular structures” (school system, health system, labour market etc.), which are considered to be most relevant to integration measures. Therefore the task of integration policy and integration measures lies mainly in the competence of the cantons. In the meantime nearly half of the cantons and many municipalities have developed their own Integration Models (*Integrationsleitbilder*) and appointed Integration Delegates (*Integrationsdelegierte*). The implementation of specific administrative measures related to integration and the development of corresponding institutional structures took place prior to the federal level but also dates back only to the recent past, e.g. the introduction of the Integration Models in Zurich and Basel¹⁵⁰ in 1999. To a large extent, regarding both underlying concepts and implementation procedures these models have influenced policy development at the federal level. Switzerland and its cantonal system and competences create the possibility of very different approaches on integration policy within the Swiss borders. Nevertheless, it should be kept in mind that many municipalities and cities also have very active integration programmes and measures, which cannot be covered in a comprehensive way here since this goes beyond the scope and possibilities of this study.

In canton Basel-city (together with canton Basel-county) for instance, a cantonal integration draft law with a compulsory element is currently being discussed. The period for statements during the consultation procedure has elapsed now and currently the statements are being analysed and evaluated concerning possible changes of the draft law.

The integration policy of Basel has served and continues to serve as a role model for many decision-makers inside and outside of Switzerland, who ask counselling and sharing of experience for related attempts in other municipalities.

In August 1999 an Integration Model (*Integrationsleitbild*) was adopted in Canton Basel-Stadt as a strategic basis for the implementation of a coherent integration policy. The Grand Council (*Grosse Rat*)¹⁵¹ deliberated on the Integration Model in the framework of a specifically set up Commission and approved by majority in January 2001 a positive report of the Commission on the Integration Model, which amongst others suggested the creation of a specific Integration Law.

Seen as a process of society as a whole, integration is perceived as the positive inclusion of all members of society. In order to guarantee for the positive inclusion of newcomers too and in order to utilize their motivation, the promotion of integration is also aimed at introducing compulsory elements in the areas of education, namely German language courses, political education and social orientation (following the Dutch example as is being stated).

¹⁵⁰ Integration Basel-Stadt, available at <http://www.welcome-to-basel.bs.ch/integrationsbroschuere.pdf> (06.05.2005)

¹⁵¹ Canton parliament, the highest organ (organ with supreme legislature) of most of the cantons.

The content of the draft law shows clear similarities to the current legal revisions, policies, trends and discussions at federal level, especially to the draft of the New Foreign Nationals Act:

Integration is defined as the establishing of equality of opportunity and as a mutual process referring to the individual. The law is oriented on the principle “fostering and demanding” (*“Fördern und Fordern”*), thereby the language acquisition is given main priority.

The Target group of the cantonal draft law are the migrants in the canton and their descendants, provided that they are in need of promotion of integration.

The two Cantons shall be given the authority to make the issuing of a residence permit depend on the attendance of a course. Employers are to be involved in integration work.

The Canton and the municipalities grant financial contributions for integration; those are adapted according to the share of the federal participation and participation of third parties.

The Cantons Basel-Stadt und Basel-Land would with this law be the third striving for an integration law - in addition to the Cantons Neuchâtel and Geneva which already have based their integration policy on legal regulations.¹⁵²

Although integration policy has been done for some time already in the canton of St. Gallen, the position of the Integration Delegate has been created a few years ago.¹⁵³ The function of the Integration Delegate is notably to coordinate between the Confederation and the Canton, between Canton and municipalities as well as between public and private actors.

In 1999, the political discussion and process really started and a working group was established¹⁵⁴ with the task to provide an analysis of the situation on the subject “intercultural living-together”, to identify problems and fields of action and to develop possibilities of action. All these outcomes were compiled in a catalogue of measures and this report was the starting signal for the integration policy in today’s form.¹⁵⁵ This report is no system as such, merely an accumulation of ideas and besides an action plan, no more effective integration concept was developed since practical approaches and solutions are preferred.

It is further considered to be important in this context to avoid as far as possible parallel structures and that as much as possible should be integrated in the regular structures. This means that municipalities should not set up separated counselling and information centres for migrants, but to extend and equip existing ones in order to be able to also advise migrants.

No integration law as such exists.

The Canton furthermore strives to also operate through projects financing based on a list of applications of regional project. No contents of possible projects are defined, although certain basic conditions have to be fulfilled to be eligible for funding such as self-organisation, being decentralised and regional. Furthermore, the management of each project group has to be composed of a mix of

¹⁵² Although mainly dealing with the organizational structure while the draft law of Basel is going further.

¹⁵³ *Integrationsdelegierter Kt. St. Gallen, Koordinationsstelle für Integration des Kantons St. Gallen, Departement des Innern.*

¹⁵⁴ Consisting among others of migrants, NGOs like the consortium für integration issues (*Arbeitsgemeinschaft für Integrationsfragen*), representatives of schools, of the teachers, of the security police field as well as the public prosecutor’s office and the city of St. Gallen.

¹⁵⁵ The report was finished in 2000 and delivered to the administration. The government adopted the report in October 2000 and passed it on to parliamentary consultation. The cantonal council (canton parliament, the highest organ of most of the cantons) debated it in February 2001 and approvingly noted, that from now on it should be worked in this sense.

migrants and nationals born in Switzerland. Only intercultural projects have the possibility to be funded.

In order to follow the principle of priority to integration into regular structures, an interpreter placement service has been set up in the last years. To implement this, institutions are urged to reduce interpreter costs, so that the existing interpreter service can be used.

As generally in Switzerland, no systematic system of language courses currently exists in the Canton of St. Gallen. For two years the office of the Integration Delegate has been supporting German courses and numbers of participants have been increasing constantly. Almost half of all municipalities offer for instance courses for female migrants today, often based on the work of committed private persons and based on personal responsibility.

In general, one third of the costs are covered by the municipality, one third by the migrant and one third by the Confederation's integration promotion programme. The Canton itself cannot contribute financially, because these courses fall under adult education, which by parliamentary regulation is not financed by the Canton.¹⁵⁶

Supported projects are currently starting: considered successful are for instance the language courses for women in the municipalities, the development of a handbook for integration at the work place and the improvement of participation. Regarding the latter, impulse days with 120 participants have for example been organised for the establishment of an umbrella association for foreigners, which has resulted in projects and working groups. The government has offered regular meetings with such an umbrella organisation, which should also get a seat in the "integration coordination" of St. Gallen. Support of projects is considered to be especially successful where regional networks already exist. Many projects which are only targeting and concerning the "migrant society" are being rejected.

In Neuchâtel, the legal base of integration is the law on integration of foreigners¹⁵⁷ adopted in 1996. Furthermore, since 2002 a new cantonal constitution includes the integration idea in the constitution itself. One characteristic of the Canton of Neuchâtel is the existence of the right to vote for foreigners which dates from the revolution in Neuchâtel in 1948 and the formal inscription in 1950.

The concept of integration considers integration as a process of adaptation, of both national and non-national populations on the level of the collective, with a dimension of participation in the political, economical, social and cultural structures and simultaneously with acculturation processes as well as re-evaluation of the cultural and identity references. Both lead to modify their own representation of who they are, and their own identity respectively. Deliberately or not, people are taken in this process of intermixture.

Integration measures are taken by the political authorities. Target groups of integration programmes are nationals and non-nationals regardless of the judicial residence status.

According to the local authorities, what distinguishes Neuchâtel from the rest of Switzerland in general and other cantons is a clear distinction between integration policy and immigration and asylum policy.¹⁵⁸

¹⁵⁶ Whereas social issues as these are competence of the municipalities.

¹⁵⁷ *Loi sur l'intégration des étrangers.*

¹⁵⁸ The latter being an exclusive competence of the Confederation, whereas the integration policy is foremost a competence of the cantons and municipalities. Integration in the sense of living together, establishment of favourable conditions for good relation between the populations – organization of the life of people sharing the same territory.

The priorities of the legislative period of 2002-2005 are introductory and welcome programmes for newcomers and actions of public communication and campaigning.

Finally, the current underlying philosophy is that learning has to be voluntary whereas the obligation an exception.

Numerous language courses and introductory and welcome programmes for newly arrived immigrants as well as diverse projects are being organised and/or supported and funded by the Office of the Integration Delegate. Courses and programmes for special target groups are also being set up. Institutions which promote integration are financed by the Office of the Integration Delegate as well.

The voluntary Welcome programme comprises organisation of reception, direct contact with municipalities, and information of division of tasks in the municipality.

Results of policies and measures could be analysed by the population census of 1990 and 2000 where one can observe a clear progression of French as the official language and language acquisition of the foreigner population.

4. BEST PRACTICES

4.1. INTRODUCTORY REMARKS

The following section presents projects from Austria, France, Germany, the Netherlands and Switzerland which can be considered ‘best practice projects’ in the field of introductory and integration programmes and measures. These ‘Best Practices’ are outlined as far as they could be discerned on the basis of both desk research and interviews and it was looked at “lessons learned”. Not all best practices are transferable, it is therefore always important to look at the actual context, even though benchmarking is taking place. Again, due to the different level of experiences in the compared countries the scope of analysis was broadened and integration projects and measures outside the initial focus of the study were considered as well. Indeed, in some of the compared countries, the compulsory programmes and courses existing are very similar to each other and/or were introduced only very recently, making it difficult to identify best practices in this regard. In these cases the analysis focuses on voluntary programmes and projects in the wide spectrum of the so-called “integration landscape”. According to the different circumstances, different approaches were chosen for the respective countries. As a matter of fact, similar projects as described for Austria, Germany and Switzerland of course exist in the Netherlands (and France), but there it was chosen to focus mainly on voluntary and compulsory integration programmes - the core issues of this study. It should be noted, that a comprehensive knowledge of all practices is not possible in the scope and the framework of this study.

Nevertheless, best practice projects *can* be selected according to the following characteristics:

a) *Effectiveness*: In the sense of a positive achievement of objectives the project’s effects on the integration process should be ideally tangible and verifiable.¹⁵⁹ The decisive question here is - why does the project work?

¹⁵⁹ It is therefore important that the projects are monitored by scientists who can adequately assess the project's effectiveness in the light of its original objectives.

b) Efficiency: Efficiency relates to general, long-term organizational conditions and circumstances that are required for the project's implementation. On the one hand this means which premises, personnel, and equipment are available and on the other, whether the work is based on a well planned concept. Using resources as efficiently as possible to maximize the project's success is considered a positive aspect.

c) Sustainability: The critical point here is that the project must meet current needs without hampering potential future developments. Hence sustainability involves a high degree of flexibility and adaptability to future developments. One important aspect here is, which tools ensure the sustainability of the project's success or of the participants' integration. Additionally, in some contexts whether the project is fit for survival to a similar extent after financial support from third parties (such as the federal level or third parties for instance) runs out, i.e. whether long-term funding has been or can be secured, may be looked at as well.

d) Innovative project design: The uniform criterion for innovation is that the project must constitute a novelty at least within the respective country and society providing a new, progressive solution for a specific problem. Thus the project should offer new and imaginative alternatives within its sphere of action to improve the integration of migrants into the receiving society.

e) Perception, acceptance, and image: The project should be perceived by the general public and experts, migrants or the media should be aware of it. This calls for comprehensive public relations work.

f) Involving migrants: Migrants, as the target group of the projects, should be involved in the preparation and implementation of the project. Actively involving and supporting the resources and potential of the participating migrants warrants that the project is in line with the actual needs of the target group.

g) Repeatability: The project's organizational layout, funding, implementation, and evaluation should serve as a model for similar projects. Major modules should be repeatable, i.e. be applicable by other project organizations within this field.

h) Transferability to another setting: It should be possible to apply the project's experiences also in other countries with similar contexts or in other fields of integration. Again, organizational layout, funding, implementation, and evaluation are critical. The decisive point is whether the project is also relevant for organizations of programs in other fields of action for integration and whether the project's successful strategies can be applied in other contexts to promote integration.

i) Special characteristics: Finally, also the special characteristics of the project shall be considered. Additional services such as child care are incentives to participate in the project and therefore merit special mention within the criteria matrix.

Furthermore, a few theoretical considerations are called for at the outset, because in practice it is difficult to determine precisely how successful a specific project was with regard to integration. This is

because one cannot assume a direct causal relationship between the intervention and its effect. This shall be illustrated by an example: Why are trainings for unemployed migrants sometimes successful (i.e. it helps them find permanent employment) and sometimes not (i.e. the migrant remains unemployed)? Was the new job found as a result of the training project or as a result of changes in the labour market? Did the program promote the migrant's involvement and initiative or would he or she have looked for work on her/his own as well?

Integration projects can be evaluated using an approach to quality development in social services. According to this approach the overall quality of a program consists of three aspects: The quality of structure, that of the processes, and that of the results. This approach is widely applied in practice.

Structural quality describes the general organizational conditions and structures which are permanently in place and indispensable for the project's implementation. This includes premises, personnel, and equipment and that the work is based on a well planned concept. In order to assess the structural quality of each project this report describes and evaluates the general conditions of the specific project and their impact.

Process quality relates to the implementation of the concepts, how theory is translated into practice and how it works. It is the assessment of cooperation and communication among all organizations and individuals involved in the process that is of importance here. In this report process quality will be examined with regard to how the (learning) atmosphere, the teaching of the subject matter, the tone and the smooth running of the project were warranted throughout.

Result quality relates to comparing the objectives defined at the outset to the results actually achieved by the project. This concerns the results, the program's effectiveness, and the extent to which the objectives were reached. The project's effects on the participants and their environment shall be considered.

The following description of the programmes and projects does not only partly refer to the criteria described in the introduction, but wants to highlight why the particular program can be considered a success. For some projects it is also attempted to illustrate which of the project's aspects will warrant its sustained continuation and viability.

4.2. TYPOLOGIE – FACTORS OF SUCCESS

Since in some of the compared countries the experience with compulsory introductory programmes is rather limited, the analysis was partly broadened as mentioned before to integration programmes, project and measures in similar areas, mainly language and integration into the labour market. In this regard, the best practice analysis revealed that certain factors are decisive for a project's success as well as crucial issues and categories which can be considered as import.

The aspect of innovation, however, was assessed to be of relatively little importance in some of the comparison countries. To be successful projects must not necessarily be terribly innovative and must

not represent a totally novel step for integration within their frame of reference. As was said during some project visits, in particular in Germany, 'one does not need to invent the wheel all over again.' The following criteria enhance the chances that programmes will succeed in reaching their objectives and would be recommended to be taken into account while planning, designing and implementing such programmes and projects:

The concept of integration as a permanent guideline

It is more important that the project is based on a solid **integration concept** which serves as a guideline both for participants and organizations. **The evaluation** of the projects permits the adjustment of the concept in the light of the experience made during project implementation. This concept is particularly helpful, if it reaches beyond the frame of reference of the specific project and **interlinks with other fields of activity**. In practice this means e.g. including language training into initiatives for occupational integration or having language training also include information for initial orientation, which in turn may include first elements of occupational integration (e.g. job application training). Thus projects must not necessarily be limited to one field of action, but can be extended to other areas of integration with relatively little effort. Comprehensive approaches represent an advantage.

- mixture of language and integration courses and/or labour-market orientation

In regard to its main operational activities, the **Integration House**, a Vienna-based NGO, is notable for its comprehensive approach towards integration and the wide range of special care and counselling services offered to refugees and asylum seekers. Residents are offered psychosocial care as well as counselling regarding legal and social matters, family, education, accommodation, employment and health. There are a number of additional services offered for residents as well as for external participants, including German courses at various levels, vocational training courses and a multilingual kindergarten.

Accessibility: reducing access barriers

Just as important seems the abolition or **prevention of access barriers**. This means that the projects must be compatible with the migrants' daily routine, e.g. different types of courses (day and evening classes) and additional support (such as social workers or child care) should be available. It is also advantageous, if the projects are run close to where the migrants live respectively is geographically accessible.

In one voluntary programme for settled immigrants, executed by the Netherlands Centre of Immigrants (*Nederlands Centrum Buitenlanders*, **NCB**), the integration courses are surrounded by – what is called – a “guiding structure” That is: obstacles for participating in the courses are being eliminated as far as possible. One of the concrete projects is localized in a so-called Mother-Child Centre, where child care is available. With this “guiding structure”, the organization facilitates the participation of people who otherwise would have difficulty in coming to the course.

Qualified staff

Qualified staff warrants the smooth running of the project. The staff should be interculturally trained and have practical experience with integration work. If this is not the case, intercultural development training will help to acquire the skills that are indispensable for daily project work fast. It seems especially effective to employ **staff with a migration background** who can be important contacts for the project participants (if they lack language skills they might use their native language), and at the same time play a model role to which the migrants can aspire. Regarding language training personnel should be qualified to teach second language training-classes and have received specific training, to rely on non-trained volunteers for language training would seriously affect the quality of the programme.

Both sides have rights and obligation, for instance attendance policy observed

To apply a rather strict attendance policy showed to be an efficient factor as well as generally to create a system of real mutual rights and obligations based on a contract.

The **NCB** (Netherlands Centre of Immigrants) applies a strict non-attendance policy in their voluntary programme for settled immigrants. The idea behind this policy is: the supplier of the course facilitates the participation of migrants, but the migrants are obliged to attend the courses. These are viewed as two sides of the same coin. Similarly, the NCB enters into a contract with the course participant, who pays a deposit paid, which will be returned upon accomplishment of the course. The idea behind this measure is that both parties have rights and obligations.

An integration course is not isolated from the social contexts in which the participants find themselves

The social contexts of the respective target groups should always be considered regarding the design of the course.

In projects of the **NCB** in the Netherlands for example, when mothers participate in the course, special attention is paid to the parental education at home and the relation of parents with their children's school. It is organized that parents collectively visit the school of their children or the school director is invited to visit the course. In this way, the integration course is linked to the coaching of migrant parents in their role of educators of the next generation.

One rather small agency offering language courses in a large town in Germany showed a very sensible approach concerning the factor that the number of **social contacts** did increase because of the language courses, but that these contacts were limited to other foreigners. The children's care which was offered simultaneously to the language courses was therefore offered by unemployed German women – this resulted in long-lasting intercultural friendships even beyond the courses.

Coordination of different programs in networks

Forming **integration networks** helps to develop and to coordinate integration programs to go beyond the scope of the different organizations. Not only the traditional organizations of integration work should be part of this network, but also employment offices, schools, physicians, the police, representatives of the media, clubs, neighbourhood citizen groups and the population in general.

Regular meetings with local authorities and other relevant institutions will warrant that the exchange works and help to find joint solutions for technical and community issues relating to integration. In this way one can also find volunteers to become involved in the project work.

Active public relations (PR) work helps to spread the news

One should not forget the role of active **PR work** which informs the migrant target groups about the opportunities at hand, their objectives and modalities. Flyers, information brochures and a well organized website should be target-group adequate, interculturally sensitive and make use of different languages. Especially in the initial stages of a project PR is most important, later on the news might spread by word of mouth among the migrants which is the most effective form of recommendation. Apart from the major and most important goal to reach the target group, this could also be important for further funding as well as the public debate.

In the City of **Frankfurt** new arrivals are informed about the **pilot project on language and orientation courses** of the “*Amt für multikulturelle Angelegenheiten*” with a multi-lingual **information brochure** detailing the conditions for participating in the language and orientation courses, for enrolment, and office hours for advisory services in the migrants' own languages. These brochures are available from the Frankfurt citizen's advisory offices, from consulates, kindergartens, schools, embassies, and clubs. The information brochure included a so-called **voucher booklet** consisting of vouchers entitling to attend a German language course.

Through its public campaigns and the publicity it enjoys, the Viennese **Integration House**, and its particular public role, has been able to tap a wider range of funding sources – corporate funding and private sponsors in addition to project funds and funding from government institutions – and thus also to create a sense of ownership and responsibility in regard to refugee issues among a wider section of society. The general lesson learned – that social work in this area always needs to engage with the wider public debates on migrant and refugee integration, not only in the context of assuming a wider societal responsibility, but also in view of involving a broader range of stakeholders in the actual provision of social work, including corporate business as well as ordinary people – also holds true in other contexts.

Involvement of migrants

Immigrants should be less *object* of and more *subject* in the integration programmes, that is: they should be sufficiently involved in the ways these programmes are implemented and further developed.

Recently, the municipality of **Amsterdam** advocated a more customer-oriented approach and took the initiative to start off an **advisory panel of immigrants**, the so-called Advisory Panel Integration Amsterdam. This panel consists of fifty immigrants who are still course participants or who have already accomplished the course. They are expected to think along with the local authorities about the integration programmes and the way these may be improved. The panel is composed of a “good mix” of the immigrant population in the city: men and women, newly arrived and settled immigrants, young and old, highly and poorly educated immigrants, and immigrants who are fluent in Dutch and immigrants who need an interpreter to bring forward their ideas and opinions. The central idea is to give the immigrants a voice vis-à-vis the local authorities. Members of the Advisory Panel may give their advice in regularly organized meetings, and on a special website that recently has been started. The central idea of this initiative is that in due course this Advisory Panel will be working independently and autonomously and will act as a sounding board for the municipality.

Perspectives after the course, involvement of companies and institutions where migrants work

Perspectives, which are given for the time after the course has concluded, has proven to be a factor for success as well as for sustainability. Courses held in the companies or institutions where migrants work had also remarkable effects and also positively affect attendance and results of programmes.

One of these projects has been introduced some time ago in **Rotterdam** (see below). Several partners cooperated to provide for **integrated trajectories** for immigrants in the **company** - TPG Post (Post Office Company) - where they were being employed. The project was meant for newly arrived immigrants, and provided an integration course including language and vocational training, with the **prospect of a work agreement on a permanent base**. This project has been successful in getting a large following. It served as an example for similar projects, in both the commercial and non-profit sector (e.g. health care).

In **Amsterdam** a similar project started at the Royal Dutch Airlines (**KLM**), albeit for settled immigrants only. At weekly meetings in a location of KLM these migrants followed language training, partly tuned to their job. Next to integration, the project's aim is also to strengthen the position of these settled migrants on the labour market. This pilot project was the first in a series of similar contracts that the municipality of Amsterdam made with the business community.

Other important factors

Further crucial issues and categories which can be considered as important as well as factors of success in this regard are the following:

- low-level language courses
- every-day life oriented

- curriculum and teaching methods of the courses
- the counselling of newcomers
- individually adapted (as much as possible)
- courses and programmes targeting especially female migrants through various methods and with different means, gender-sensitive approach

In **France**, at one point during civic training in the welcome and integration contract, a subject is dedicated to **equality between men and women** and it is further emphasised that the law guarantees in all domains rights to women that equal those of the men and that legislation condemns all sexual discrimination and violence towards **women**.

- generally, sufficient side measures or favourable conditions to attend courses: accurate offer, time schedule, available child care

AIDA, a language- and alphabetization school in Eastern Switzerland for female migrants, offering targeted **language training services for migrant women** ensures that courses are offered that are – both in terms of content and in terms of organization – addressing the specific needs of migrant women. In terms of content, women’s special situation is addressed by training language skills in regard to specific activities and issues relevant to women (child care, school education, health, daily routines such as shopping etc.).

- oriented on the local level
- communication of aims respectively final attainment level at the beginning of the course
- quality of the programmes and constant improvement
- Evaluations
- follow-ups

In conclusion one must add that it is nevertheless difficult to determine the cause and effect relationship between an integration project and successful integration. Irrespective thereof questions relating to the quality and the success of integration projects are well justified. However, it is difficult to define general indicators for spotting best practice projects, because integration work in the field is not about standardized operations, but about individuals, their personalities, experience and living conditions, and in the end these largely account for the work's success. Hence the criteria and projects presented here can be no more than indications for successful integration work.

4.3. BEST PRACTICES PER COUNTRY

4.3.1. Austria

INTEGRATIONSHAUS

www.integrationshaus.at

The *Integrationshaus* (“Integration House”) is a Vienna-based NGO founded in 1995 and housing approximately 110 asylum seekers and recognized refugees which are selected on the basis of their need for special care, for counselling or in view of their general social circumstances. Residents live in the house for a maximum of two years and the duration of their asylum procedure, respectively. They are offered psychosocial care as well as counselling regarding legal and social matters, family, education, accommodation, employment and health. Once leaving the Integration House, former residents are provided follow-up care dealing with queries, problems and difficulties they experience. There are a number of additional services offered for residents as well as for external participants, including German courses at various levels, vocational training courses and a multilingual kindergarten.

Basic information on the project

- *Name: Integrationshaus*
- *Regional Base: Vienna, Austria.*
- *Implementing organisation: Verein Integrationshaus (local NGO, Association under public law).*
- *Funding structure of the organisation: The Integration House is funded from a variety of sources, including private and corporate donations as well as event based fundraising. The largest share of the budget, however, comes from public sources, in particular the Vienna City Council, government ministries (notably the Ministry of the Interior, the Ministry of Social Affairs, and the Ministry of Labour), the Austrian Labour Market Service (AMS) and EU sources (notably Equal and the European Refugee Fund). Accommodation and care of residents are partly covered by the Vienna City Council’s social welfare office, while other activities are largely project based and are funded through targeted project funds.*

Basic information on implementing organisations

Name and/or position of persons interviewed: Andrea Eraslan-Weninger (executive manager), Mag. Verena Plutzar, Mag. Melanie Majerovic, Elisabeth Freithofer (programme managers).

Organisation’s set-up: All in all some 50 persons were employed (most of which were employed with more than 30 hours) by the Integration House at the time the interviews with representatives from the organisation were carried out. The number of employees was expected to fall due to the completion of several projects by January 2005. In particular project staff working in the field of psychosocial care for refugees are bi- or multilingual and often have a migrant or a refugee background themselves. Staff working on labour market orientation and language programmes tend to have no migrant background. In terms of training, the majority of the project staff in the field of psychosocial care has a background in social works, psychology, mediation and other related disciplines, while staff in the field of education and labour market orientation have more diverse backgrounds.

Topics covered by organisation

As a comprehensive care and reception centre, the Integration House offers a series of services for refugees and asylum seekers. The core activity of the organization is to provide accommodation and basic psychosocial care as well as more general counselling services to refugees and asylum seekers – in most cases, in the first or second language of refugees and asylum seekers. In addition, a range of specific targeted project are carried out to facilitate the integration of refugees into Austrian society, with a focus on the acquisition of basic language skills, employment (job training, support in seeking recognition of education received in the country of reception, job search) and wider social integration (Kindergarten for young refugee children, support in finding accommodation). A major field of activity of the organisation has traditionally been public campaigning, both for the Integration House itself and in view of raising awareness of refugee issues more generally. The best known activity in this regard is the annual refugee ball (“*Flüchtlingsball*”), which in addition to serving as a fund raising event also is designed to draw the attention of a wider, less political audience to refugee and asylum issues. The refugee ball also served as a model for similar events elsewhere in Austria.

Short description of the project

Main objectives: The Integration House seeks to enable refugees and asylum seekers in difficult social or psychological situations to eventually master their daily lives independently, and thus also to help them to regain a sense of independence and dignity.

Services offered: As stated above, the core activity of the project consists of providing accommodation and special services to particular groups of refugees and asylum seekers. The Integration House has a capacity for about 110 refugees. The House hosts about 20 minor unaccompanied refugees, on the basis of a special agreement with the City led fund “Social Vienna”. In contrast to other refugees and asylum seekers, under-age refugees may remain in the House until the age of majority and thus longer than the 2 years of maximum residence foreseen other residents. The project on unaccompanied refugees (called “Caravan”) specifically addresses other specific needs of minor refugees such as age specific trauma therapy and counselling, providing help in contacting refugees’ families and friends, providing vocational training and address special schooling needs, addressing “anti-social” behaviour, or addressing drug addiction. The Psychosocial care for asylum seekers and refugees is – apart from the accommodation and the social activities the House provides, the second major focus of the Integration House. Services offered are legal and general counselling, but also specific targeted psychological counselling and therapy for traumatised refugees. The Integration House also hosts a specialised counselling service for victims of torture. Apart from the provision of accommodation, care and counselling for refugees and asylum seekers, the second major line of projects carried out at the Integration House concern education, labour market and wider social integration. These activities are directed to both residents and external participants, including “ordinary” migrants. As part of these activities, the Integration House offers language courses and labour market orientation courses (vocational orientation as well as limited training). In addition, several targeted projects have been carried out on vocational training and guidance.

Counselling/ Teaching methods used: Counselling is – as far as possible – offered in the first or second languages of clients. The Integration House also trains volunteers as “refugee buddies” who are meant to facilitate to provide basic social support to refugees and thus help their easy and quick integration into Austria. A similar approach is taken by a project on language training, called “tandem” in which conversation lessons in English and German are arranged with (Austrian) volunteers. Apart from its educational rationale, the project thus also aims to involve ordinary Austrians as stakeholders in regard to refugee and migrant integration. In labour market project, combinations of language acquisition, exposure to new communication technologies and information units on labour market and vocational training possibilities, as well as different methods to

efficiently impart contents or to interlace theoretical learning contents, practical job testing and adequate psychological and social therapeutic accompaniment have been used and tried. Their usefulness is being constantly reviewed, revised and compared among one another.

Target group

The target group of the Integration House are refugees and asylum seekers with special needs. Apart from unaccompanied minors, the majority of residents are families rather than single individuals. Language courses are directed at a larger clientele but include residents as well.

Accessibility of services

Eligibility for services: By its very nature as a care institution, the Integration House needs to select clients on the basis of an assessment of individual, objective needs.

Geographical location and accessibility for non-residents: The House is situated in a relatively central area in Vienna but apart from project related interaction between residents and non-residents as well as private relations maintained by refugees with non-residents, the House does not serve as a social meeting place, mainly because of lack of funds for establishing larger common rooms suitable for festivities or similar social activities. Non-resident trainees for vocational and language courses are referred to the House by the Labour Market Service and other institutions.

“Empowerment” of services

The Integration House sees itself as applying a comprehensive understanding of integration, the whole point of which is to enable clients in difficult social or psychological situations to eventually regain their independence in their basic social interactions with others and in terms of housing and employment, and equally important, to regain a sense of independence and dignity.

“User-friendliness” of services

Every resident (mostly family) has its own residential unit, while individuals may also share a unit. Each residential unit is equipped with a kitchenette. Toilets and showers are shared facilities. Since the main activity of the House – provision of accommodation, counselling and psychosocial care are specifically targeted, and as far as counselling and psychosocial care is concerned, are largely offered in the first or second language of clients, the Integration House tries to make sure that the services and care offered is adapted and relevant to the individual situation of refugees.

Results/outcome of services

In regard to the main activity of the House – care and accommodation for needy asylum seekers and refugees – the expected outcome is to ensure the successful integration of clients in Austrian society.

Method(s) of evaluation used

Evaluations are mainly carried out for externally funded projects, in particular in regard to employment related projects funded by the Austrian Labour Market Service. In regard to these, former course participants have to be traced and the success of training activities has to be assessed. Evaluations for such types of projects are now largely carried out by the Integration House itself, whereas in the past evaluations were contracted out to external evaluators (mainly researchers).

Difficulties, obstacles, problems experienced

The Integration House sees a major problem in the lack of language skills among its clients and the associated need to invest into language training, including alphabetisation, for which, however, such activities are insufficiently funded. In general, a consistent problem of the House has been shortage of funds and in particular, the widespread trend towards a commercialisation of social services, a culture of tenders and a tendency of public funding institutions to select service providers on the basis of budget considerations rather than the quality of services. As a result, employment relations in social services more generally tend to become increasingly precarious, with short-term contracts and low wages becoming ever more widespread. Conversely, the Integration House has difficulties in competing with other institutions in tenders for project funds and thus faces a major structural problem.

Assessment by interviewer/observer

Since its establishment, the Integration House has contributed to successfully countering the prevailing negative discourse on refugees and asylum seekers in Austria. Through the refugee ball, but also through the chair of the association “*Integrationshaus*”, the popular Austrian musician Willi Resitarits, the Integration House has consistently drawn attention to the particular problems of refugees and asylum seekers. In regard to its main operational activities, the Integration House is notable for its comprehensive approach towards integration and the wide range of special care and counselling services offered to refugees and asylum seekers. In particular, through its policy of providing these services in first or second languages the Integration House also addresses a major gap in regard to services to refugees. The Integration House has also been frequently singled out as a model institution by the UNHCR/Austria. The Integration House is probably unique in Austria as an institution linking a proactive and consistent policy of awareness raising on refugee issues among the wider public with an innovative approach in social work. Through its public campaigns and the publicity it enjoys, the Integration House has also been able to tap a wider range of funding sources – corporate funding and private sponsors in addition to project funds and funding from government institutions – and thus also to create a sense of ownership and responsibility in regard to refugee issues among a wider section of society. The particular public role of the Integration House is probably difficult to reproduce elsewhere, since a specific political conjuncture in the early 1990s and the involvement of public figures to some degree significantly contributed to the public role the Integration House has come to play. However, the general lesson – that social work in this area always needs to engage with the wider public debates on migrant and refugee integration, not only in the context of assuming a wider societal responsibility, but also in view of involving a broader range of stakeholders in the actual provision of social work, including corporate business as well as ordinary people – also holds true in other contexts. The particular approach to providing care and counselling to refugees and asylum seekers can easily be transferred to other contexts and may provide a useful model for governments when organizing reception systems (and integration policies) for asylum seekers and refugees.

ISOP is an intercultural NGO based in Graz, with several branches throughout Styria. The organisation was founded in 1987 and offers a wide range of courses and projects for both migrants and Austrians. The main aims of ISOP are to promote equal opportunities in society and on the labour market by initiating and carrying out social, educational and cultural projects, to promote equal access to education, and to promote human rights and integration in migration policy. ISOP's program can be divided in four areas: the first consisting of consultation and social welfare, the second on education and training (including German courses on several levels as well as an "external secondary school", where migrants and Austrians have the opportunity to complete their compulsory school education). The third area is dedicated to youth work and involves several projects such as "Intercultural Youth Work" or "Social Work in Schools", and the fourth area is the provision of child care facilities for migrant children as well as Austrian children.

Basic information on the "best practice"

- *Name:* Innovative Soziale Projekte (ISOP)/ Innovative Social Projects
- *Regional Base:* Styria, with the main base in Graz (provincial capital) and a branch office in the Styrian municipality of Deutschlandsberg
- *Implementing organisation:* Innovative Soziale Projekte GmbH/ Innovative Social Projects Ltd., Non-profit organisation
- *Funding structure of the organisation:* ISOP is entirely funded from public sources. The main funding institutions are the regional branch of the Austrian Labour Market Service (AMS), the Austrian Government (Ministry of the Interior, Ministry of Education, Science and Culture, Ministry for Social Security and Generations), the provincial government (Department of Health, Economics and Telecommunications, Department of Social Affairs, Department of Youth), and various Styrian municipalities, notably the municipality of Graz. Most of the funding is granted for specific projects.

Basic information on implementing organisations

Name and/or position of persons interviewed: Robert Reithofer, Executive Manager; Nigerian client of ISOP

Organisation's set-up: In total, some 130 persons are employed by ISOP. Most employees have permanent contracts, while some 30 persons have fixed term contracts. ISOP currently employs 33 persons with a migrant background. The aim of the management is to gradually increase the proportion of persons with a migrant background. Employees are regularly offered further training, both within ISOP and externally. Every 3 months, all employees convene to discuss basic policies, imminent changes and future outlook. Once a year, there is a general meeting on specific topical issues (e.g. gender mainstreaming).

Topics covered by organisation

Originally founded in 1987 as an association of educationalists and thus focused on educational issues, ISOP now has a very broad range of activities, with education (in particular language acquisition) and labour market related services (vocational guidance and training) being the major areas of activity. Other ISOP activities include child care and street work targeted aimed at youth, including youth work specifically targeted on migrant youth; intercultural work and integration; intercultural educational work (awareness raising, anti-racist training

and campaigning), training of migrants as “multipliers” in integration work and as “coach” (e.g. in respect to interaction with government institutions, in hospitals etc.) in their respective communities; and, finally, gender-mainstreaming in an intercultural setting (consultant services for firms). ISOP places a particular emphasis on linking practical initiatives with research, to base project plans on a sound understanding of the empirical realities in particular areas of activities and to thoroughly evaluate the implementation of projects. Apart from project related research, ISOP occasionally commissions basic research on fundamental policy issues relevant for the organisation.

Short description of practice

Main objectives: The original concerns of ISOP were two-pronged: on the one hand, highly skilled persons, and in particular, highly skilled refugees and migrants, are faced with unemployment despite their qualification, on the other hand, the general labour market problems of refugees and migrants were compounded by their “ghettoisation” and lack of German language knowledge. ISOP’s mission statement names three basic objectives:

- a) to contribute to achieving equal opportunity in wider society in general and on the labour market in particular through initiating and implementing social works, education and cultural projects.
- b) To contribute to achieving distributional justice in Austrian society through contributing to the adoption of inclusive and active social, labour, and education policies
- c) To promote human rights and integration in regard to migrants, asylum seekers and refugees.

Services/products offered:

- *Language courses:* One of the main areas of activities are language courses for migrants. ISOP offers courses in Graz, but also in several other larger municipalities all over the province of Styria. In 2004, some 4000 migrants participated in German language courses offered by ISOP. The fee for regular language courses is €30 (with an additional €10 for the course manual). Courses are offered at four levels with an average duration of 11 weeks. In addition, ISOP also offers more limited, mandatory language courses under the terms of the Integration Agreement, in which, however, only few people participate.
- *Alphabetisation:* As a complementary line of activities, ISOP also organises alphabetisation courses. A specific line of projects target migrants who are analphabetic (“intercultural basic training”), which are sometimes organized as a preparatory course for ISOP’s external lower secondary school (see below). In addition, ISOP also offers courses to Austrians who are functionally analphabetic. Alphabetisation courses are usually offered for free.
- *External lower secondary school (Hauptschule):* With support from the Austrian Labour Market Service, ISOP offers CSE courses (certificate for lower secondary school/“Hauptschule”). Initially targeted at migrant youth who have completed their regular schooling without obtaining a certificate/ are considered too old for lower secondary school, courses are now also offered to Austrian youth and adults. ISOP considers the mixed composition of course participants as a major asset contributing to the successful completion of courses, in particular in regard to participants who don’t feel at ease in an institutionalised educational environment. Since its inception, some 100 persons have acquired a lower secondary grade.
- *Vocational training and vocational guidance:* A part of ISOP’s language training courses are funded by the Austrian Labour Market Service and are specifically designed to assist unemployed migrants in

acquiring basic language and other skills facilitating their re-integration at the labour market. The main lines of activity in regard to vocational training and vocational guidance, however, are supporting migrants in looking for employment, offering targeted training courses and additional skills, and preparation courses for specific occupations.

- *Intercultural educational work*: In the framework of its wider public awareness raising activities, ISOP provides anti-racist training for schools and kindergartens for children and for parents.
- *“Integration assistants”*: ISOP trains migrants as “multipliers” in integration work and to provide assistants to new-comers and socially more isolated migrants in certain routines (e.g. in their interaction with public bodies, seeing the doctor, etc.).
- *Equal project “Obersteirische Initiativen zur interkulturellen Öffnung der Region”*: The project is a response to the high risk of migrants to fall unemployed and consists of both practical and research modules. The basic objective of the project is to identify barriers migrants face on the labour market and to initiate positive responses to address these barriers, including combating discrimination more generally.

Teaching/training methods used: ISOP largely uses standard training methods for German language tuition, alphabetisation and vocational training.

Scope of activities: local level, Styria. ISOP has its main base in Graz. A branch office with independent projects exists in another Styrian municipality. In addition, ISOP offers courses in medium-sized and larger municipalities across Styria.

Target groups

Migrants, but also Austrians (alphabetisation, external lower secondary school)

Accessibility of services

- *Geographical accessibility/location*: Although ISOP’s main offices are in Graz, ISOP sees itself as Styrian organisation, operating in the entire province. ISOP has premises in two other municipalities. In all other cases, it uses existing facilities (seminar rooms, schools, etc.) for its courses. ISOP is aware that the fact that courses are only offered in medium-sized and larger municipalities may be a problem for migrants living in more remote and smaller municipalities, but, for organizational reasons, has to limit courses to larger municipalities to reach a minimum number of participants.
- *Public relations/information work to reach target groups*: For its labour market related programmes, clients are frequently referred to by the Austrian Labour Market Service. All major activities of ISOP are also advertised on the organisation’s website. Because of its long existence (since 1987) and the reputation the institution enjoys, clients are frequently also referred to ISOP by many other private and government institutions dealing with migrants. Finally, for its language courses, ISOP organizes regular information days in smaller and more remote municipalities of Styria to promote the participation of migrants living there.

“Empowerment” of services

ISOP seeks to address basic obstacles to the integration of migrants and thus focuses on language training and the provision of basic employment related skills.

“User-friendliness” of services

The fact that ISOP offers courses across the province of Styria greatly helps the wide participation of migrants living in different areas of the province. In addition, courses are offered at relatively low cost or at no cost at all. On an individual level, ISOP seeks to address the specific needs of particular groups of migrants. For example, ISOP organizes targeted language and alphabetisation courses for women which include child care facilities.

Results/outcome of services

Since its establishment, ISOP has provided training to a large number of migrants with the immediate objective to help them overcome basic obstacles to integration.

Methods of evaluation used

ISOP regularly commissions scientific evaluations of its projects.

Difficulties, obstacles, problems experienced

The cut-backs in public spending on all levels of government in recent years has led to significant a decrease of available funds which could only partially be compensated by EU funding. ISOP has also found it sometimes difficult to reconcile its role as a (constructive) critic of migration and integration policy with its more immediate objectives to ensure funding. A particular problem difficult to solve is the location of courses in major municipalities and the resulting difficulties for potential clients living farther away, which is particularly severe in cases of more intensive courses taking place more than once a week. A more general problem singled out by ISOP concerns the inconsistency between integration policy the macro level on the one hand, and the micro-level on the other.

Assessment by interviewer/observer

The high general professionalism of training offered to migrants as well as the wide range of targeted and specific services offered suggest ISOP as an instance of best practice. The high importance accorded to regular evaluation of their work as well as providing further training to the organisation’s staff are additional assets of the organisation. A particular noteworthy “lesson” from ISOP’s experience is that in regard to specific educational issues (e.g. the grade in lower secondary school education), approaches targeting both migrants and natives may be more appropriate than a narrow focus on migrants themselves.

PEREGRINA

Educational, Counseling and Therapy Center for Immigrant Women

www.peregrina.at

Peregrina is a Vienna-based NGO, founded in 1984 to provide special measures for migrant women. Its aim is to support primarily migrant women, but also their families, in coping with their legal, mental, social, educational and linguistic circumstances in Austria. Migrant women from about 70 countries draw on legal and social counselling and psychological therapy offered in 11 languages, and language and computer courses. This organisation has been chosen as a Best Practice because of its specific offer for migrant women while at the same time offering a broad range of measures, combining various counselling offers with language tuition.

Basic information on practice

Title of practice: PEREGRINA – Bildungs-, Beratungs- und Therapiezentrum für Immigrantinnen (“Educational, Counselling and Therapy Centre for Immigrant Women”)

Country/region of origin: Vienna, Austria

Implementing organisation: Peregrina, NGO

Scope of practice: local level (city of Vienna)

Funding structure: Peregrina is financed by subsidies from various institutions, governmental as well as non-governmental (City of Vienna, Ministry of Interior, Ministry of Science, Ministry of Health and Women, Ministry for Education, Science and Culture, European Social Fund, “Licht ins Dunkel”,...).

Basic information on implementing organisation

Name and/or position of persons interviewed: Dr. Sigrid Awart: educational counselling;

Barbara Cäcilia Supper: coordinator German courses;

Organisation's set-up: Currently (Oct. 2004) 15 female employees with diverse backgrounds, (including psychologist, pedagogue, lawyer, language trainer, social worker,...), most of them employed part-time.

Topics covered by practice

Peregrina provides social and legal counselling, educational counselling, psychological counselling and therapy, and language courses for migrant women. Language courses (German and “German & Computer”) are offered on four levels (beginners to advanced), at the end of which participants can also take an exam to obtain the certificate “Österreichisches Sprachdiplom”-ÖSD (Austrian German Language Diploma). Besides, Peregrina offers organisation and counselling in participating in “Tandem ^[LiTe]” -Tandem Language Learning, a project where individuals meet regularly to learn from and with each other. Peregrina is also involved in different projects, e.g. on anti-racism measures on the labour market.

Short description of practice

Main content/objectives Peregrina's main purpose is to support migrant women and their families in coping with legal, social, mental and linguistic difficulties in Austria.

Services/products offered: Peregrina has four main working fields:

1) Legal and social counselling in different languages concerning topics as asylum and residence, employment, training, health, accommodation, family. 2) Psychological counselling and therapy in five languages. All

counselling services are anonymous and free of charge. 3) Education and training: German and computer courses, tandem language learning, antiracism-workshops, further education seminars for social workers. 4) Public Relations: publications in books and newspapers, organisation of conferences as well as cooperation on a film documentary and theatre projects.

Legal and social counselling for women and girls from the age of 16 is conducted prevalently on issues like the aliens act, asylum legislation, aliens employment act and naturalisation, and topics such as marriage, divorce, care, maintenance, the act on protection against violence and violence in the family, maternity leave and welfare, health and financial need, as well as employment and social security possibilities. Besides interventions at the responsible public offices, counselling activities include accompanying the women to legal institutions, submitting appeals, reports or objections. In psychological therapy problems such as violence in the family, separation and divorce are mainly dealt with.

Teaching/training methods used: Individual counselling; language courses in groups of about 15 women. For the language and computer courses teachers can rely on a huge collection of self-compiled material, which is focussed on authentic material (articles from the newspapers, internet, etc.), no specific textbook is used. Generally, language teachers adjust their courses very much to the participants' needs and interests.

Number of participants: Per year, about 1.400 women make use of social and legal counselling, about 300 of psychological counselling and about 300 women attend German courses.

Costs/participant: Counselling is free of charge, costs for German language courses range from €45 (German course) to €65 (German course including computer course), the participation fee for Tandem-learning is € 15.

Duration: Language courses are offered every semester, German courses lasting for 4 months /80 units, German & Computer courses for 5 months /95 units.

Target groups

All migrant women

Accessibility of services

Geographical accessibility/location: City of Vienna, well accessible by public transport

“Opening hours”: Monday, Tuesday, Wednesday 8.30 – 18.00, Thursday 8.30 – 17.00.

Languages offered: Counselling and therapy are offered in Arabic, Armenian, Bosnian, Croatian, English, French, German, Kinyarwanda, Kirundi, Serbian, and Turkish.

Public relations/information work to reach target groups: Partly, Peregrina's public relation is done through the internet (www.peregrina.at), and by folders and brochures, very often migrant women are informed about Peregrina's offers by officials or other NGOs, and a great deal of information is distributed by word of mouth among migrants.

Environment where women feel comfortable: The premises of Peregrina are situated in one part (“women's tower”) of a complex of buildings which also hosts a big cultural centre, a school, children's groups and migrant organisations. The “women's tower” is only accessible to women and their children.

During language courses in the mornings (which covers ¾ of all courses) free child care is provided.

“Empowerment” of services

Peregrina has the purpose of empowering migrant women, by supporting them and their families in coping with legal, social, mental and linguistic difficulties. Especially in the language courses, which are open and flexible to their needs and requirements, participants are encouraged to get involved.

“User-friendliness” of services

Peregrina’s premises include a room with a kitchenette, where participants and staff members can meet outside of the courses or counselling hours. Besides, participants can use the computers in the course rooms in the afternoon for personal matters (i.e. internet, job applications, etc.).

Results/outcome of services

By dealing and coping with legal, social, mental and linguistic problems, migrant women shall be enabled to actively participate in the Austrian society. Immediate results are certificates of language proficiency and computer proficiency, as well as improvements of their legal and psychological situation. Indirectly, migrant women shall also be encouraged and enabled to improve their personal and job-related situation (e.g. by being encouraged to also take up employment in other professions than cleaning, services and care).

Methods of evaluation used

For German and computer courses questionnaires are distributed among participants at the end of the semester.

Difficulties, obstacles, problems experienced

Experts working in Peregrina report the dependency on subsidiaries as one of the main obstacles in their work, making it difficult to plan ahead and hampering continuousness. Financial constraints in general are a problem: about 200 women are, for example, on a waiting list for German courses, for which spatial capacities would be given, but which cannot be financed.

Assessment by interviewer/observer

Peregrina offers a wide range of services for migrant women, including social and legal counselling, educational counselling, psychological counselling and therapy, and language and computer courses. Its broad range of measures, which includes counselling offers in 11 languages and is drawn on by almost 2.000 women from around 70 countries a year, makes it a unique project among Austrian integration and migration measures. During the last 20 years Peregrina has become a well known organisation specialised on migrant women’s needs, with a good reputation not only in Vienna but throughout Austria. The combination of counselling offers and language tuition, within a framework of political, feminist and anti-racist work for a very specific target group makes it a Best Practice in the field of integration measures. This work is further strengthened and made aware through Peregrina’s various cooperations in antiracist and feminist networks and engagement on a political-societal level.

In December 2004 Peregrina received the “Renner-Preis”, a prize awarded every three years by the Renner foundation to people and groups, “who have acquired special merits for Vienna and Austria in cultural, social and economic issues, and are therefore approved of on national and international level”.

"Femqua" was an EU-funded project located in Vienna, which was realised shortly before the time of this study. It aimed at facilitating the labour market (re-)integration of unemployed migrant women staying at Women's Shelters because of experienced domestic violence. Although these women generally live under very difficult social, psychological and legal situations, the practice showed good results. This can be traced back to the comprehensive approach "Femqua" applied. The course's curriculum concentrated on the development of diverse ("hard" and "soft") skills. Besides, the training aimed at fostering interests and abilities in life-long learning. The course was sided by counselling services which helped managing the problematic situation of the women. This integration of diverse measures led to an efficient practice that could be transferred to other (national) contexts.

Basic information on practice

Title of practice: "Femqua".

Country/region of origin: Vienna, Austria.

Implementing organisation: Ad hoc cooperation of the "Beratungszentrum für Migranten und Migrantinnen" ("Advisory Centre for Migrants") and the "Verein Autonome Österreichische Frauenhäuser" ("Austrian Women's Shelter Network").

Scope of practice: Regional scope on Vienna.

Funding structure: "Femqua" was an EU-funded project (EQUAL).

Basic information on implementing organisations

Name and/or position of persons interviewed: Sonja Sari, M.A. Coordinator of "Femqua", employee at the Advisory Centre for migrants. Both cooperating organisations are NGOs, which concentrate on the region of Vienna.

Cooperation's set-up: Three persons worked in the project (one person full-time and two persons part-time), all of them were experienced in working in the fields of migration and domestic violence.

Topics covered by practice

Labour market (re-)integration of unemployed female migrants¹⁶⁰ staying in women's shelters; teaching of IT skills as well as social and communication skills.

Short description of practice

Main content/objectives: Facilitating the (re-)integration of unemployed female migrants staying at women's shelters (because of experienced domestic violence) by teaching "hard" and "soft" skills needed in the labour market. Also: Promoting the stabilisation of the socio-psychological situation of the clients.

Services offered: "Femqua" offered a diverse range of courses for a selected number of female clients. The practice took place in a Vienna Women's Shelter and mainly consisted of daily class-like courses (four hours per day) for a period of 12 weeks per full round. They were obligatory and attended by all participants together (14

¹⁶⁰ Although some of the participating women were native Austrians, the practice concentrated on women with migrant background.

persons). These courses aimed at the development of diverse skills, concentrating on IT skills (computer, the internet, etc.) as well as "soft skills" (communication skills, team work, presentation techniques, etc.). Besides, information on the Austrian labour market and assistance in job application was offered. All measures were also especially designed to foster processes strengthening the self-esteem of the women.

During these courses, participants had the possibility to voluntarily practise the learned subject matters (six hours per week). Psychosocial counselling was also provided on these occasions.

Teaching/training methods used: While counselling was individually provided, the courses had a class-like character. The curriculum of these courses was explicitly conceptualised as flexible to meet the actual needs of the clients (e.g. training job applications if a client had an upcoming interview, etc.).

Scope of practice: Regional.

Number of participants: 14 per round.

Overall costs: 100.000 € per year (three full rounds of courses are possible per year).

Costs/participant: Free.

Duration of practice: 12 weeks per round.

Possible follow-ups: For clients who had German language problems, a free language course was offered after the regular programme. The supervision of the women exceeded the length of the courses and was offered until the end of the whole project (about one year after the actual courses had finished).

Target group

Unemployed female migrants staying at women's shelter houses (due to experiences of domestic violence). Practice concentrated on clients with residence permit and work permit in Austria.

Employment sectors covered

All.

Accessibility of services

Geographical accessibility/location: Courses took place at a Women's Shelter in Vienna (this was important to guarantee the security of the participating women).

Languages offered: German (teaching material was self-compiled by the trainers).

Culturally appropriate services offered: All staff members were experienced in the field of migration and special attention was given to questions of intercultural communication during the whole programme.

Public relations/information work to reach target groups: Migrant women staying in Viennese shelter houses were informed about the measure. All interested women were thereafter interviewed intensely to see whether their mental and social state would allow the attendance of the programme.

Environment where women feel comfortable: The staff consisted of women only. Furthermore, due to the problematic state of the clients, the location of the programme in a Shelter House was important to offer a comfortable environment for participating women.

During the courses free childcare was provided, which was important since many of the women had small children. As a service, the staff members assisted the women in finding future possibilities for childcare.

“Empowerment” of services

"Learn from where you stand" was one of the guidelines of the programme, meaning that the interests and skills of each of the clients were identified and taken as a starting point for further educative processes. Courses were

not only designed for the development of a certain set of skills but also aimed at raising a sustainable interest for autonomous and lifelong learning.

“User-friendliness” of services

Providing opportunities for “socialising” both with other clients and staff: The practice was designed to ensure the possibility of intense interaction between clients and staff. Especially the additional counselling offered besides courses was a place for communication. The atmosphere in the courses was supportive for participants to socialise and interact.

Individual assessment for each client: Intense individual interviews were held with all interested women before the courses. This happened for two reasons:

To evaluate, whether the interested person was able to follow the whole course (due to the sometimes very problematic social and psychological state these women were in, this evaluation was important).

To assess the individual capabilities, needs and interests of the interested women.

Involving clients in the planning and implementation of services: Although the practice followed the above-mentioned goal of facilitating labour market (re-) integration processes, the *means* to reach this goal were flexibly adopted to the (changing) needs of clients themselves. This continuous adaptation was made possible by the active involvement of clients in designing the ongoing courses.

Results/outcome of services

Demonstrated/expected impact of results on migrants’ integration: Unemployed migrant women staying in Women's Shelters are subject to diverse social problems. The practice aims at supporting stabilising processes by facilitating the labour market (re-)integration of these women.

Immediate results: Participants who did not have a stable legal status in Austria were successfully aided in clarifying their status. Out of the total 28 participants, 27 successfully completed the programme. Out of these women, three decided to attend further qualification courses. Furthermore, about half of the participants found a job within a few months after the course.

Indirect/mid-term results: Participants have been reported to develop interest in life long learning and qualification processes (which is important for later career-advancements). Besides the development of certain skills needed on the Austrian labour market, the social and psychological state of the participating women has generally stabilised in the course of the programme (e.g. by learning to deal with conflicts, etc.).

Method(s) of evaluation used

The project was evaluated by the EU (which funded it).

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organisations: The complex social situation of the women demanded attention throughout the whole programme. The first interview with interested women was an important tool to find out the state in which the women are. This intense assessment and the rather restrictive admission policy seem to be the major factors for the very low drop-out rate (one person out of 28).

Also the counselling which took place parallel to and after the courses were highly important to solve diverse problems of the participants (e.g. problems with health, legal situation, husbands, childcare, etc.). These problems also affected the course work and had to be dealt with by the trainers.

Due to the multiple skills trainers had to have, finding adequate staff members was not an easy task. Furthermore the intense counselling etc. renders the practice rather costly.

Assessment by interviewer/observer

Although "Femqua" was a EU-funded project and thus already evaluated, it was chosen as Best Practice because of the comprehensive approach it took in dealing with a particular topic and a particular group of migrants. Despite the fact that the situation of most women was very problematic at the beginning of the programme, its design led to promising results.

Different aspects of the programme led to these results. On the one hand, it built on a broad concept of "qualification", including not only IT-skills but also such "soft skills" as presentation techniques etc., which are needed on a modern labour market. Furthermore the fostering of interest in continuous qualification and life-long learning was part of "Femqua's" concept of qualification. This approach leads to sustainable outcomes.

The complex social and psychological situation of the women was also taken into account in all phases of the programme. The continuous counselling services provided by staff members turned out to be of great importance in order to reach the envisaged goals despite social and psychological obstacles.

Transferring this practice to other places should pose no major problems as long as the described elements of the practice are taken into account.

ZEBRA – "Zuweisungsmodell"

www.zebra.or.at

The Styrian NGO "ZEBRA" carries out a special practice to facilitate the integration of unemployed migrants into the Austrian labour market. This so called "*Zuweisungsmodell*" ("allocation model") has been chosen as a Best Practice because of its innovative and comprehensive character. Individual job counselling is embedded in a broader service aiming at stabilizing the social, psychological and medical situation of the clients. While taking the problems of clients into account, the practice is explicitly non-paternalistic. Participating migrants are involved in an intensive assessment process in which an individual programme is developed, which meets their interests and needs and builds on the migrants' resources. This comprehensive approach makes it an effective practice permitting sustainable results.

Basic information on practice

Title of practice: "Zuweisungsmodell" ("allocation model"), embedded in other services provided by the implementing organisation ZEBRA

Country/region of origin: Graz, Austria.

Implementing organisation: ZEBRA („Zentrum zur sozialmedizinischen, rechtlichen und kulturellen Betreuung von Ausländern und Ausländerinnen in Österreich“). NGO at local level ("Centre for socio-medical, legal and cultural support of foreigners in Austria").

Scope of practice: Styria (mainly local level, sporadic regional extensions)

Funding structure: Styrian labour market service (AMS).

Basic information on implementing organisation

Name and position of person(s) interviewed/contact person(s):

Miora Girlasu, MA: Head of ZEBRA's section "labour market integration".

Edith Glanzer, MA: Chairwoman of ZEBRA.

Organisation's set-up: Currently (Oct. 2004) 25 employees of which 17 are employed on a permanent basis. Staff members have diverse professional backgrounds (counselling, social work, psychotherapy, medical, etc.).

Topics covered by practice

Mainly counselling to facilitate labour market (re-)integration of unemployed migrants. Also therapeutic services for migrants if needed (psycho-, physiotherapy, counselling as regards social problems).

Furthermore information on legal situation and on diverse courses (e.g. language, job training, etc.). If needed, staff helps migrants to register in such courses.

Short description of practice

Main content/objectives: (Re-)Integration of unemployed migrants into the Austrian labour market. This service is embedded in other projects dealing with legal, social, psychological and medical problems.

Services/products offered: The programme consists of four main strands: Firstly, the "Clearing", an evaluation of problems and needs of clients (unemployed migrants), who have been assigned. Secondly, support and counselling with integration into the labour market, including contact with enterprises, advice in writing job applications and in job-seeking, informing potential employers and accompanying migrants to job interviews.

Competences of migrants are evaluated and ways to benefit from these competences on the Austrian labour market developed.

The third important part of the programme is the supply of legal advice, regarding regulations in the Foreign Workers Employment Act, as well as in the Aliens Act (family reunion, residence permit, naturalisation), approval of foreign certificates, as well as support with forms and applications. Finally, the migrant's personal environment should be stabilised, through support with house-hunting, counselling on child care offers, and counselling for personal and family problems. In addition, ZEBRA provides information on other measures and courses (e.g. job qualification, language, etc.) and supports interested clients in the enrolling process at other institutions.

Teaching/training methods used: Mainly individual counselling. If needed, therapy services are available for migrants.

Scope of practice: Mainly local-level in the city of Graz.

Number of participants: About 700 per year.

Costs/participant: Free (costs are covered by the Styrian labour market service, AMS).

Duration: Generally about three months, but the programme is open to be continued if this is wanted and needed by the client.

Possible follow-ups: Cooperations exist with other institutions, where clients can attend courses if needed.

Target groups

Labour migrants, registered as unemployed at the Styrian labour market service (AMS). No age or educational limits.

Employment sectors covered

All employment sectors are covered by the practice.

Accessibility of services

Geographical accessibility/location: City of Graz, well accessible by public transport

Languages offered: Job counselling in 10 languages (Albanian, Arabic, Bosnian, English, French, German, Rumanian, Russian, Serbo-Croatian, Turkish).

Public relations/information work to reach target groups: For the specific programme "Zuweisungsmodell", the Styrian labour market service (AMS) assigns the migrants to ZEBRA. Besides, ZEBRA has cooperations with other institutions which inform migrants about ZEBRA if applicable. This is also the case for migrant-run NGOs, the word of mouth between migrants is another important information source.

"Empowerment" of services

Involvement of migrants: The service is explicitly non-paternalistic. By evaluating the skills and needs of the clients, appropriate support shall be given. Basic idea of empowerment: Putting migrants into a position to be able to help themselves.

"User-friendliness" of services

As stated above, the programme is designed to meet the individual needs of clients. Together with staff members the qualifications of migrants are assessed. This leads to services corresponding to the individual needs of migrants.

Results/outcome of services

Demonstrated/expected impact of results on migrants' integration: By integrating migrants into the labour market, the economic situation of the clients is stabilised, and also their social, psychic and medical situation should improve.

Immediate results: Ending of unemployment by diverse measures.

Indirect/mid-term results: The programme takes into account long-term career planning. This is to render later career advancement possible.

Method(s) of evaluation used

Regular internal evaluation of measures. Promotion of continuing education of employees to adapt to changing situation of migration and labour market.

Also: occasional external evaluation.

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organisations: The actual implementation of the claim to empower migrants is sometimes difficult. Also ZEBRA's goal of offering services, which meet the individual interests of migrants, poses a problem of very diverse needs to be taken into account.

Assessment by interviewer/observer

During interviews with Austrian integration experts and programme managers in NGOs, ZEBRA is often mentioned as "one of the most efficient and important" NGOs in Austria in the area of migration and integration. The very specific practice "*Zuweisungsmodell*" is one of several projects run within ZEBRA. Since it is unique for Austria with regard to its wide scope and special attention on unemployed migrants, it was chosen as a Best Practice for this report.

ZEBRA's practice "*Zuweisungsmodell*" of integrating migrants into the Austrian labour market aims at individual needs and interests of migrants. This is accomplished by individualised and flexible services which are not limited to the "classical" topics of job counselling. By dealing with the situation of unemployed migrants in a broad sense, ZEBRA is able to assist them not only as regards economic problems. Also social, psychological and medical aspects to the overall welfare of migrants are taken into account. This comprehensive approach makes it an effective practice.

4.3.2. France

The signing of the “Welcome and Integration Contract” (“*Contrat d’Accueil et d’Intégration*”) is as such voluntary - only after signing, it is required to fulfil the contract. The way this action affects newcomers, experiences made through the pilot phase in certain *départements* respectively the services provided can to a certain effect be considered as best practice.

Welcome and Integration Contract (“*Contrat d’Accueil et d’Intégration*”)

The reception and integration contract’s objective is to contract reciprocal commitments from the newcomer and the receiving country in an individual welcome and integration contract. This one-year contract renewable once consists of two sections:

- A generic contract identical for all publics stating the following reciprocal commitments:
 - for newcomers, respect of the laws and values of the Republic and undertaking of a civic education class
 - for the State, organising the access to individual rights and learning of the language.
- A personalized appendix stating the commitment to follow, if necessary linguistic training and/or an extra education regarding life in France and offering, if necessary a social interlocutor (social worker).

This contract is systematically offered to all newcomers who benefit from the welcoming system, man or woman, on an individual basis, and the signature is of course personal.

The text of the contract itself mentions the principle of gender equality, refers to joint parental authority and shared parental responsibility. It also recalls equal access to education for boys and girls, the illegality of forced unions and the respect foreseen by the law regarding physical integrity and monogamy.

The schedule for the different services offered within the contract – civic education, if necessary language training and an information day on the life in France and access to different public services, personalized social accompaniment – is given to the signatories at the end of the individual interview within 30 days maximum.

The implementation of this contract has been experimented between July 1st and December 31st 2003 in twelve pilot administrative circumscriptions (*départements*) [*Bouches-du-Rhône, Haute-Garonne, Gironde, Hérault, Jura, Nord, Bas-Rhin, Rhône, Sarthe, Vienne, Hauts-de-Seine, Val d’Oise*], in 2004 it was extended to 14 new *départements* [*Loire, Moselle, Paris, Essonne, Seine-Saint-Denis, Loire-Atlantique, Ain, Alpes-Maritimes, Isère, Pas-de-Calais*] and by the end of the year 2005 will be progressively implemented in the entire territory.

Targeted public

The target group is defined in the modified ordinance of November 2nd 1945 regarding the entrance and stay of foreigners:

- the beneficiaries of family reunification
- the foreign members of French families
- refugees and their families

- stateless persons and their families
- temporary residence permit (CST¹⁶¹) holders “private and family life” (“*vie privée et familiale*”)
- “personal and familial relationships” title holders
- persons whose main residence has been in France for over 10 years or for 8 years if born in France
- the beneficiaries of a work accident or professional disability allowance
- the beneficiaries of the territorial asylum (“*asile territoriale*”)
- the holders of a CST
- the holders of a resident card
- the beneficiaries of an allowance
- permanent workers

On the entire territory, potential estimates amount to 110 000 persons concerned; between January 1st and December 31st 2004 in the 26 “*départements*” the number of persons concerned amounted to 41 616. 90,4% that is 37 613 persons signed the welcome and integration contract.

Regarding services foreseen by the contract:

- 99,1% of the persons (37 264) are enrolled in a civic education training
- 30,1% of the persons (11 318) are enrolled in language training, but at the time they signed the contract 66,4 % of the persons (24 958) were given the ministerial attestation of language abilities (*attestation ministérielle de compétence linguistique - AMCL*) whose language level is the one required to obtain the French citizenship
- 21,6% of the persons (8119) are enrolled in optional information days on “Living in France”
- 7,9% of the persons (2791) will benefit from an individualized social accompaniment

Characteristics of the signatories:

The two countries that are the most represented are Algeria (10 208 persons that is 27,15% of all the signatories) and Morocco (6 019 persons, that is 16,01%) followed by Tunisia (2 607 persons, 6,94%) and Turkey (2 161 persons, that is 5,75%).

With Congo (Democratic Republic of the Congo) (1474 persons that is 3,92%), Cote d’Ivoire (1 169 persons that is 3,11%) and Cameroon (1 071 persons that is 2,85%), those seven countries of origin gather 65,73% of all the signatories. Nevertheless, 119 citizenships are represented coming from all continents and countries presenting very diverse situations.

Nevertheless, the weight of Africa and particularly of Maghreb is predominant.

The signatories are young since 31 996 persons that is 85,11% of them are **maximum 40 years old**. Signatories over 65 years old only represent 0,5% of the total.

Members of French families are the most represented (60,27%), spouses of French represent 49,41% of the persons who signed; refugees, stateless persons and their families represent 10,5% of the signatories. The holders of a temporary resident permit “private and family life” (“*vie privée et familiale*”) - other than the spouse or refugee family or stateless person’s title - represent close to 20% of the welcomed public. Women represent 52,26% of the persons who signed, that is 19 646 persons, and men 17 967 persons.

The reception of women

Being an individual contract, it is important that this one is understood and signed by the person who commits herself and will have to follow prescribed activities. It has been asked from the social workers a particular presentation effort during the collective welcome, regarding this aspect of individual commitment, by linking it to the theme of gender equality also mentioned during this reception phase.

¹⁶¹ *Carte de séjour temporaire.*

During the individual interview, the assessor systematically sets aside time for a face-to-face interview with the feminine public. It is also the welcomed person and her alone who carries out the language prescription. Except in some rare cases, the social assessors have no difficulty convincing the accompanying persons (very often the spouse) of the necessity of this individual interview, without them being present.

the language component of the welcome and integration contract

Name of the contact person: Julia CAPEL-DUNN

Description of the action: the persons who already master the French language at their time of arrival in France will not be oriented towards a language training by the Office of International Migrations (*Office des migrations internationales* – OMI), but if needs be, they will be offered the option to follow a training outside of the welcome and integration contract (CAI) framework. Newcomers who conversely have linguistic needs will be submitted to a prescription assessment and language evaluation (*bilan de prescription et d'évaluation linguistique* - BPEL) at their time of arrival in order to evaluate their language proficiency level and assess their learning needs; they will then be oriented towards a 200 to 500 hours long language programme.

Objective: the public authorities wish that newcomers acquire good command of basic oral French (as to handle alone everyday life situations), which is the level required for the naturalization process. 65% of the newcomers have already reached this level upon arrival in France. The reach of this required level (upon arrival or after training) is acknowledged by the deliverance of a ministerial attestation of language proficiency (*attestation ministérielle de compétences linguistiques* - AMCL) from the ministry of employment, labour and social cohesion.

Implementing actor: the linguistic education (language training) system is organised and financed by the action and support fund for integration and the fight against discriminations (*Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations* FASILD), public organisation placed under Ministry of employment, labour and social cohesion tutelage.

System organisation: language training services must be characterized by an important flexibility, especially when it comes to geographic proximity to institutions, pedagogic adaptation to special needs (alphabetisation, French foreign language, French second language etc.) flexibility in the course intensity (extensive training, semi-intensive, intensive) or in the schedule (evening or Saturday courses are offered).

Number of participants: about 35% of the newcomers have a need to learn French and are oriented towards language training. Close to 70% of them effectively follow the training; about 7% give up.

Global cost: € 52,5 millions budgeted for 2005 (FASILD budget). The average cost per hour per student is around €5,50. Trainings are free for the students and under special conditions can be remunerated.

Possible follow-ups: the first level of French proficiency, recognized and valorised within the CAI framework, can only be seen as a step, which for a great number of people is part of real in-depth linguistic process merging oral and written competencies, and allowing an effective access to the right to work and the right to get training

(pre-qualifying training, qualifying training, employment). Next to the system set up within the welcome and integration contract's framework, the FASILD goes on financing a certain number of language training allowing the acquisition of a "higher", "confirmed" level of French.

Taking women into consideration: women represent about 75% of the language trainees.

Results: it is still too early to evaluate the results of the language training on a complete generation of signatories.

Evaluation means: the number of AMCL obtained comparatively to the number of signatories will allow an evaluation of the system's results. Several elements will be assessed within the framework of studies done at several points in time. Furthermore, the FASILD is carrying out quality control.

civic training in the welcome and integration contract

Name of the contact person: Michèle MARECHAU-MENDOZA

Description of the action: within the framework of the welcome and integration contract (CAI)'s implementation, the will of the State is to make every signatory participate to a one day civic training presenting the laws, institutions, fundamental rights, the major principles and values and the common rules of French society. Apart from the institutions' presentation, important French principles, notably those of equality (especially between man and women) and laic values are particularly emphasized.

Objective: the public authorities want the newcomers to know the fundamental values and principles of the French Republic because living in France implies respect by all, French and foreigners of the rights and duties towards the French Republic. Made exclusively for the CAI signatories, it is mandatory and has as further objective to inform the signatories about the French institutional and administrative system. The issuing of a ministerial attestation acknowledges successful completion of this training. The training has to be started within the month following the CAI's signature.

Implementing actor: the civic training is organised and financed by the action and support fund for integration and the fight against discriminations (*Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations* - FASILD), public organisation placed under Ministry of employment, labour and social cohesion tutelage. A national panel defines the content, the organisation and the pedagogical method of those days. The training providers are selected by public tender.

System organisation: this training is set on an 8 hours day (6 hours of effective training), the organisations are supposed to provide a lunch service. A ministerial pedagogical support is provided to the implementing actors. For non-French speaking people, translating amenities are foreseen.

Number of participants: for each group, the number of participants varies depending on the administrative district (*départements*) and is assessed based on the following modalities: 20 to 30 enrolled for the areas where the flows are superior to 1000 persons, 15 to 25 enrolled for the areas where the flows are between 500 and 1000

persons, 10 to 20 enrolled for the areas where the flows consists of less than 500 persons. In 2004 in the 26 *départements* considered, 99,1% of the CAI signatories, that is 37 264 persons have been enrolled.

Global cost: €3,5 millions budgeted in 2005 (FASILD budget). The average cost per training day is 750 euros. The training is free for the trainees.

Possible follow-ups: information day on “living in France” for the people who would like to attend, whose objective is to inform CAI’s signatories of the way the French society works in order to give them benchmarks and practical knowledge of life in France.

Taking women into consideration: at one point during the day, a subject is dedicated to equality between men and women and it is further emphasised that the law guarantees in all domains rights to women that equal those of the men and that legislation condemns all sexual discrimination and violence towards women.

Evaluation means: at the end of the day, some time is taken aside in order to evaluate this day and to ensure that the trainees have understood.

Preparing the **social and professional integration of foreign youth aged 16 or above who have recently immigrated to France**

Name of contact person: M. DALBERTO (DPM – ACI)

Launch of a pilot project comprising a general induction into French society and vocational guidance for foreign recent immigrant aged 16 or above in 6 French *départements* (Bouches-du-Rhône, Nord, Hérault, Bas-Rhin, Hauts-de-Seine, Val-d'Oise) **in 2004**. It is a joint project of the Office of International Migrations (*Office des Migrations Internationales*, OMI) and the departmental education services. The pilot project builds on the results of a study conducted by the National Ministry of Education (DEUCO) in the 12 departments in which the reception and integration contract will be implemented.

Mobilising for the reception of immigrant youth: A coordination between the various OMI agencies responsible for the reception of foreign youth and the information on education facilities and the referral to departmental education services was put in place; the “Academic Centres for the Enrolment and Schooling of Foreign and Roma and Sinti Children” (*Centres académiques pour la Scolarisation des Nouveaux Arrivants et des Enfants du Voyage*, C.A.S.N.A.V) were mobilized for this project as well as the Information and Orientation Centres (*Centres d'Information et d'Orientation*, CIO). The national education services systematically provided information to and offered training for OMI staff.

Provision of training offers adapted to newcomer youth: Two types of training options were established, taking into account the needs and demands made by immigrant youth. On the basis of evaluation of their situation they are recommended

a) an education within the regular school system, for example in general secondary schools (*lycée général*), or in secondary schools with a technological or a specific vocational focus ; with French language support offered (if necessary) by the respective educational establishments themselves. In about half of departments this is the predominant training option offered to immigrant youth. The training can equally be organized in the form of specific training actions which include intensive French language courses, civic education and specific vocational trainings that should facilitate the integration of immigrant youth at the labour market. This type of training is equally offered within the regular education system in the framework of the *Mission Générale d'Insertion* - MGI (general insertion mission). In the case of immigrant youth with no previous French language knowledge, more intensive forms of French language training is offered.

b) elementary training: If the immigrant does not wish to participate in more intensive forms of training, the basic module consists of French (400 hours) and civic education.

A formal certificate on the linguistic and civic training received issued by the National Ministry of Education serves as proof of the migrant's will to integrate and is considered when the migrant obtains an individual residence permit once he or she has reached the age of 18.

Analysis/Evaluation

Since the programme was only established very recently, it is still too early to evaluate the success or failures of the programme. Nevertheless, a few observations can be made:

- the programme was quickly put into practice, based on the close cooperation between the different stakeholders, especially OMI, and the efficient exchange of information; On the other hand, the large majority of immigrant youth targeted for the programme have been found to directly present themselves to departmental education services rather than OMI (ten times more often).
- The additional costs entailed by the specific training options in the framework of the MGI initiative has made it necessary in some departments, to postpone the implementation of the programme (in particular for those children who had not received any schooling before) to September (beginning of the school year), while the elementary training options have not been implemented in any of the departments.
- on the basis of the counselling on education options available offered at the very start of the process, the majority of immigrant youth tend to enroll in secondary schools with a specific vocational focus, with a certain tendency towards technological or general secondary schools among the youth with more diverse characteristics

Perspectives:

The progressive extension of the programme which links a general reception policy for newly arriving immigrant youth with targeted educational options made available to them through the departmental educational system, to other departments is planned. The implementation of this coordinated reception mechanism in other departments will take into account the results of the preliminary evaluation of the pilot programmes carried out in late 2004.

Actions implemented in favour of women with migrant background

Name of contact person: Isabelle WANG

Description of the action: access to the fundamental rights of the Republic and the application of an egalitarian personal statute in favour of women with migrant background. The 10th of April 2003, the inter-ministry comity on integration (*Comité Interministériel à l'Intégration* - CII) has adopted several measures in that sense. These measures and actions would by nature favour the integration of women with migrant background; they would facilitate their access to rights and emancipation through work of social mediation (information, prevention, welcoming with the welcome and integration contract, language training as to allow them in particular access to employment and/or a qualifying education).

Objective: respect of the republican principle of equality between men and women, freedom of marriage, access to the rights and fight against double discrimination phenomenon (that is being a woman and coming from a migrant background). Thus, through the measures adopted within the CII framework previously mentioned, the legislative and regulatory setup aims at reinforcing the fight against bogus and forced marriages, forbidding polygamist unions and enforcing respect for the physical and psychological integrity of young girls, young women and women with migrant background by eliminating all forms of violence in particular female genital mutilations.

Implementing actors: several partner associations work in favour of women rights

- Association of the Val D'Oise African Women (*Association des Femmes africaines du Val d'Oise* - AFAVO)
- Women group for the abolition of genital mutilations (*groupement femmes pour l'abolition des mutilations sexuelles* - GAMS)
- Cultures and migrations from Turkey- ELELE
- National Federation of the houses of "friends" (*fédération nationale des maisons des potes*)
- Association of solidarity to democrat Algerian women (*association de solidarité aux femmes algériennes démocrates* - ASFAD)

Organisation of the setup: comes under the shape of various subsidies awarded to specialised partner organisations heading a national network.

Global cost: allocated subsidies to different partners associations are the following for the year 2004:

- | | |
|--|---------|
| - Association of the Val D'Oise African Women (AFAVO) | € 25000 |
| - Women group for the abolition of genital mutilations (GAMS) | € 25000 |
| - Cultures and migrations from Turkey- ELELE | € 20000 |
| - The houses of "friends" national Federation | € 20000 |
| - Association of solidarity to democrat Algerian women (ASFAD) | € 5000 |

Taking women into account: the activities of the different associations previously mentioned aim precisely at providing their support as well as an individualized accompaniment to women with migrant background on their way to autonomy.

Evaluation tools: activity indicators are fixed for actions implemented by the different previously mentioned associations. A conclusion report is written at the end of each annual or pluri-annual convention, signed between the Directorate for population and migrations and the partner association.

Creation of the High Authority on the Fight against Discrimination and for Equality (*Haute Autorité de Lutte contre les Discriminations et pour l'Égalité* - HALDE)

Following the decision of the President of the Republic to put in place an independent authority charged to comprehensively deal with all types of discrimination, in implementation of the two European directives on discrimination, the prime minister appointed Bernard Stasi as the head of a anticipation mission ("*mission de préfiguration*"), whose main task it was to collect opinions on and proposals for the exact role, mandate and powers of the new body from all relevant actors. Over 130 personalities, among them 16 ministers, the representatives of political parties, representatives from the large faith communities, the social partners, representatives from the administration, leaders of associations were invited to present their suggestions and opinions to the mission. In addition, the Stasi mission carried out study trips to Belgium, Canada and the United Kingdom to learn from comprehensive anti-discrimination bodies established there.

The conclusions of the mission were presented to the prime minister in February 2004. In early march a legislative proposal for the establishment of the High Authority on the Fight against Discrimination and for Equality was jointly drafted by the Directorate of Population and Migration (*Direction de la Population et des Migrations*, DPM) and the Study Group on the Fight against Discrimination (*Groupe d'étude et de Lutte contre les Discriminations*, GELD), in close collaboration with the Ministry of Justice. In the meantime, the Prime Minister has tasked Bernard Stasi with another mission on the planned body which will prepare the conditions to put the institution in place in order to guarantee that it will be operational from the moment of its creation.

The draft law was submitted to Parliament in October 2004, finally adopted in December and promulgated by the President on 30 December 2004. The new body was established in early February 2005. The mandate of HALDE will cover all forms of direct and indirect discrimination prohibited by French legislation or in international agreements ratified by France.

Its main decision making body will consist of 11 members who are designated jointly by the President, the prime minister, the presidents of the assemblies and the social and economic council, as well as the Vice-President of the Council of State and the first president of the Court of Cassation. The board will put in place an advisory committee composed of 18 persons which will allow to tie qualified experts to its work. Finally, HALDE has administrative services at its disposition as well as a limited number of regional delegates – as of 2005, some 60 agents.

The High Authority has two principal tasks: first, addressing cases of discrimination and secondly, promoting equality.

In regard to cases of discrimination, victims of discrimination may directly present their case before HALDE. Alternatively, cases of discrimination may be brought to the attention of HALDE by intermediaries such as MPs or MEPs. Also, the victim may represent his/her case jointly with an association. Finally, the High Authority may also take up cases ex officio, if the victim gives his/her consent. The latter is particularly important in cases of indirect discrimination. In cases of indirect discrimination collective, exclusionary practices exists, but it may

not be possible to prove any intention to discriminate on the side of the defendant, while victims of such practices need to be precisely identified.

Without replacing the traditional channels to redress discriminations within the legal systems, HALDE can identify discriminatory practices, help victims to make a case against agents of discrimination, thanks to special powers to carry out an investigation and demand explanations from defendants, by carrying out hearings and collect other evidence, including gathering information on site. In regard to public bodies suspected of discriminated against particular categories of persons, HALDE can demand inquiries to be launched on the body under investigation.

HALDE may equally engage in mediating between the victim and the defendant and to oblige the defendant to follow its recommendations and to sanction non-compliance with the publication of the case.

The second objective of the High Authority is to guarantee the promotion of equality, by carrying out and commissioning studies and research, by promoting and supporting initiatives of both public and private bodies aiming at the promotion of equality, and by identifying best practices.

Finally, HALDE may recommend modifications of existing law or the adoption of new legislation. Similarly, HALDE will be consulted by the government on all questions concerning anti-discrimination and the promotion of equality.

4.3.3. Germany

Selection of projects

Since the compulsory integration course only came into effect on 1 January 2005, it is too early to draw upon the integration course for best practices on which could be drawn upon, therefore the selection for Germany covers only voluntary measures. The selection of projects emphasizes programmes in the field of enhancement of language skills, first orientation, and vocational integration and is complemented by a project that does not target migrants, but deals with aspects of intercultural opening the receiving society. It is important to note that the following best practice examples reflect the situation in Germany before the coming into effect of the new law on January 1, 2005. Therefore, it is possible that some of the courses outlined below are not continued in the same form today. This is particularly the case with language and orientation courses which now (in order to receive state funding) have to follow the concept of the mandatory integration course.

**Pilot project: language and orientation courses of the “*Amt für multikulturelle Angelegenheiten*”
<Office for Multicultural Affairs> of the City of Frankfurt**

www.stadt-frankfurt.de/amka

Many migrants are unable to participate in society because their German language skills are inadequate. Any program promoting the integration of immigrants into the German society by providing publicly or privately financed German classes will contribute to the immigrants' linguistic integration. In this and the following section two language courses will be presented which significantly promote the migrants' linguistic integration. It should be noted, however, that those courses were based on the applicable regulations for language courses in Germany before the new German Immigration Act entered into force on 1 January 2005 under which: basic language courses of up to 320 hours of teaching, intensive courses up to a maximum of 640 hours and language courses combined with alphabetization of up to 240 hours were generally funded.

Even before the new Immigration Law entered into force practice shows that the orientation courses for immigrants are not held in isolation, but are closely interlinked with the learning of the German language. The section below also describes such integration courses for migrants, which closely link language learning and orientation elements and represent one approach for an adequate application of the concept.

Name of project:	Pilot project language and orientation courses
Organization:	<i>Amt für multikulturelle Angelegenheiten</i> (Office for Multicultural Affairs)
Main place of activity:	City of Frankfurt
Target group:	Recently arrived migrants permanently residing in Frankfurt who are planning to reside there for a prolonged period
Contact address:	Amt für multikulturelle Angelegenheiten Walter-Kolb-Strasse 9-11 60594 Frankfurt am Main Internet: www.stadt-frankfurt.de/amka

Basic information on the practice

- *Name:* Pilot project language and orientation courses
- *Regional Base:* City of Frankfurt / Main
- *Implementing Organisation:* Office for Multicultural Affairs of the City of Frankfurt / Main

Short description of practice

In 2000 the City of Frankfurt/Main responded to the need for further linguistic and social integration of migrants. This became necessary, because a large number of migrants had no or only minor German language skills even after having stayed in the city for a prolonged period. The City Council adopted the pilot project language and

orientation courses for recently arrived migrants in October and entrusted the City's "*Amt für multikulturelle Angelegenheiten*" with running the project.

The Frankfurt project is based on the assumption that the lack of participation in traditional integration activities is not caused by lack of interest, but is due to the fact that it is either not possible for the migrants to take part in them (for financial reasons, due to lack of time e.g. because of lacking child care or for work reasons, such as shift work for instance) or that the migrants are not aware of them.

Therefore alternatives were to be developed in the form of **language courses** that were tailored to the needs of the target group in cooperation with local authorities, adult education institutions, welfare associations, and other further training institutions. It was not intended to create courses that competed with those already existing, but to test new methods of approaching the target group, better coordination and fine-tuning of the existing courses and a more efficient application of the resources available. The overall objective was to motivate a maximum of immigrants to learn German. The first **orientation courses** based on this concept were launched in September 2001. Every year about 1000 participants enter the courses.

Target group

Recently arrived migrants permanently residing in Frankfurt who are planning to reside there for a prolonged period.

Elements/characteristics of the project

Information folder and voucher method: Since July 2002 eligible new arrivals are informed about the project with a multi-lingual **information brochure** detailing the conditions for participating in the language and orientation courses, for enrolment, and office hours for advisory services in the migrants' own languages. These brochures are available from the Frankfurt citizen's advisory offices, from consulates, kindergartens, schools, embassies, and clubs. The information brochure includes a so-called **voucher booklet** consisting of vouchers entitling the migrant to attend a German language course. Each of the vouchers is good for attending a German course with 100 units of class, a total of 600 hours can be claimed with these vouchers. The course participant has to make a financial contribution towards the cost of Euro 0.50 per class, i.e. a total of Euro 50 for 100 hours of class. The language courses are rounded off by a voucher for the attendance of a 40 hour orientation course and vouchers for free child care during class hours.

The migrants' **freedom of choice** is a clear advantage of this voucher method - based on their own preferences the participants opt for a particular organization (e.g. type of course, time of day or child care service), but are not tied to it for the entire time - after 100 hours they can switch to another organisation offering courses within this system.

The vouchers are only valid for a certain period of time which creates a certain sense of commitment to "cash" them on part of the migrants. The manageable number of hours of class per voucher and the personal contacts forming when the migrants enrol for the courses are considered to be additional positive aspects.

Participant-related funding: Participant-related funding is a special aspect of the Frankfurt model in which organisations receive funding from the city for each migrant who chooses to "cash" their course vouchers with them instead of receiving a general amount per course offered. The 2004 **evaluation** of the language courses extensively discusses the participant-related and course-related funding. The course organizations advocated participant-related funding because it gives more consideration to the migrants' maturity, abilities, and responsibility. Participant-related funding prevents separating migrants by nationalities, instead linguistically heterogeneous groups come about which fosters social contacts between migrants of different countries of origin and at the same time prevents that they remain strictly confined to their own ethnic groups.

While this system promotes the migrant's responsibility, it, however, has limited suitability for those who are especially unfamiliar with or unused to education and who sometimes "cash" their vouchers too late or not at all, because they do not understand the voucher system. Therefore, migrants that are particularly unfamiliar with education may be assigned to a course.¹⁶²

Orientation courses: In designing the orientation courses it was assumed that recently arrived immigrants generally do not know German. Therefore the orientation courses are held in the migrants' mother languages and are the first element of the series of courses offered. The courses are taught in Arab, French, Italian, Croatian, Serbian, Spanish, and Turkish. This range is complemented by English-language orientation courses open to migrants with native languages for which the demand is too low to justify a separate course. 40 units are planned for these courses (45 minutes each) and they are held in the classrooms of the cooperating organizations and if necessary in Frankfurt schools. The orientation courses cover a wide variety of subjects of daily life in Frankfurt and society in general in two modules.¹⁶³

It is important to note that the orientation courses' curriculum is open and flexible. The experience made during the courses is fed back into the orientation courses while they are running. The trainers of the orientation courses participate in the permanent review and improvement of the curriculum. Also the migrants are included in the design process to consider their information needs and the topics suggested by them. This explicit participant-focus permits a tailor-made information supply for each target group and at the same time strengthens the participants' motivation.

Language courses: After attending an orientation course migrants can attend a German course suitable for their level (determined by a test and in a counselling session). The **general objective** of the language courses for migrants in Frankfurt is to provide them with sufficient oral and written language skills to enable them to manage in daily life. Successful graduates should be able to understand and participate in a conversation on general issues of daily life at a normal speed. In addition, they must be able to express basic facts in writing or orally in a way to warrant successful communication.

The areas of linguistic activity (so-called "**domains**"), in which the language course graduates should be able to confidently communicate after completion of the course, were systematically defined. The language courses are based on the following efficient domain structure:¹⁶⁴

- a) *confident communication in the private sphere*
- b) *confident communication in the public sphere*
- c) *confident communication in work settings*
- d) *confident communication in educational institutions*

The project's language courses include 600 hours of class and are provided at different levels (beginners to advanced). They are based on standards of well-known language certificates. This also applies to the educational materials which are all inspired by the curriculum concept of the European language certificate. Additional material was developed for migrants unfamiliar with educational settings which help them to develop their literacy significantly.

The migrants are brought up to the level of the so-called German certificate in a **six-stage model** which warrants flexibility. After every 200 hours of class partial certificates may be obtained by performance assessments. This

¹⁶² For more detailed information, see Sanders 2004, p 6.

¹⁶³ www.stadt-frankfurt.de/amka (10.05.2005); including amongst others basic geography as well as political and social structures.

¹⁶⁴ see Kunz 2002, p. 20f.

interim examination permit participants to form a sound opinion of the level they have already reached and show the teachers which areas still need improvement.

The project's factors of success

Low cost for migrants: The success of the Frankfurt model project language and orientation courses is due to several factors. It is assumed that a considerable number of migrants who could not have afforded them otherwise or who would have dropped out early for financial reasons was motivated to attend the courses because of their **low cost** of the language courses (0.50 Euro per unit).

Motivation generated by the certificate: Participants are additionally motivated by the fact that they can earn a generally recognized **certificate**. During the first counselling session the migrants are informed that they can take a test and earn a certificate after completing the entire series of courses. For this purpose they get special vouchers for subsidized final tests.

Welcome folders spread the news: The comprehensive **welcome folders** made the project well known. The objective of motivating a maximum number of immigrants to learn German has been achieved. This is also attested by the evaluation of the language courses¹⁶⁵ which showed that the number of participants who submitted their vouchers has continuously gone up. However, it was also found that people with little educational background, women with children and migrants from the lower income brackets still cannot be sufficiently activated. Therefore it was suggested to **advertise** in foreign papers, posters in the city or at places where migrants typically assemble.

Starting out with an orientation course ensures effective initial orientation: The **orientation courses** held prior to the language courses in the native languages were very well received by the migrants and helped them to get their initial bearings in a totally new environment. However, orientation courses could be offered only for the major immigrant groups, not for all of them.

Mix of organizations offering courses warrants sustainability: The **mix of organizations** of different sizes contributed significantly to the project's success. The language course evaluation showed that while small and medium-sized organizations contribute only 20-25 percent of the volume of courses, their courses account for 81 percent of the courses actually attended by the migrants. For the small organizations the project of the “*Amt für multikulturelle Angelegenheiten*” is an important source of income, therefore they must be flexible within the scope of the project and open up new target groups and markets. It would appear that their relatively low number of courses and smaller-sized groups make the smaller organizations less anonymous. The flexibility of smaller organizations is further illustrated by the fact that of any child care offered for the course times, it is always the smaller organizations that do so. This does not mean, however, that the big organisations are not prepared to cooperate. Rather they are an essential element of the project due to their comprehensive range of courses. The critical issue is the right mix of organizations of different sizes which will provide the migrants with a choice.¹⁶⁶

Assessment

The pilot project language and orientation courses of the “*Amt für multikulturelle Angelegenheiten*” created a viable and coordinated infrastructure of language courses in Frankfurt which is characterized by a great degree of overall flexibility and close cooperation among the different organizations. Within this network the “*Amt für multikulturelle Angelegenheiten*” plays the role of initiator and interface. The migrants receive unbiased counselling, information about the different course organizations and - after a linguistic assessment test - the

¹⁶⁵ see Sanders 2004, p. 3ff.

¹⁶⁶ see Sanders 2004, p. 17f.

vouchers to attend the language courses. At the same time the migrants are called upon to become active themselves, because it is up to them to choose the organisation that suits their needs best and enrol for the course there. They are free to choose the type of course, the course times and location or child care options according to their own preferences.

Language school of the association „Arbeit, Bildung, Wohnen e.V.“ <Work, Education, Housing> in Berlin

www.abw-berlin.de

As another example for language integration a project from the socially explosive Berlin neighbourhood of Charlottenburg-Wilmersdorf which effectively assists the local migrants with integration, is presented below.

Name of project:	Language school
Organization:	„Arbeit, Bildung, Wohnen e.V.“ (Work, Education, Housing)
Main place of activity:	Berlin, particularly the district of Charlottenburg-Wilmersdorf
Target group:	Migrants (both new arrivals and resident migrants)
Contact address:	Arbeit, Bildung, Wohnen e.V. Sophie-Charlotten-Strasse 51/52 14059 Berlin

Basic information on the “best practice”

- *Name:* Language school
- *Regional Base:* Berlin, particularly the district of Charlottenburg-Wilmersdorf
- *Implementing Organisation:* „Arbeit, Bildung, Wohnen e.V.“ (Work, Education, Housing)

Short description of practice

The project „Frauenladen und Sprachschule“ <Women's shop and language school> of the association „Arbeit, Bildung, Wohnen e.V.“ is located in Charlottenburg-Wilmersdorf. The formerly separate Berlin districts of Charlottenburg and Wilmersdorf were merged in 2000 and now have a population of approx. 308,000. 17.9 percent of the population are non-Germans which is 4.5 percentage points above the average for Berlin. In addition, there is a large number of ethnic Germans who have German citizenship and therefore are not considered migrants for the purposes of official statistics, but who nevertheless have a strong need for integration.

The focal area of the project are the streets around Klausener Platz. In the seventies many non-German families settled in this part of town, because housing was relatively cheap as it was low standard¹⁶⁷. In the seventies and eighties the area was modernized, but continued to have its high share of non-German population, because the modernization had the clear objective of avoiding to drive people to other parts of town.

The association „Arbeit, Bildung, Wohnen e.V.“ is as a non-profit association that provides much more than just language courses. It runs education and counselling projects, projects to get young people into training and employment and housing projects with assistance from social workers. Currently the association runs the following projects:

- “Frauenladen und Sprachschule” - Integration and education for non-German fellow citizens

¹⁶⁷ Housing standards before modernization: approx. 20 percent of all apartments without a bathroom, about 90 percent with stove heating, i.e. no central heating.

- Housing for young people with guidance and assistance - the program's name says it all.
- Caramba! - jobs and training for substituted people
- Dialogue - Counseling and assistance for former Vietnamese contract workers and ethnic Germans from Russia
- Flexi - helps street kids to find their way back into normal life
- Holmatex - we'll turn old stuff into something all new.
- Kantine - supplies high quality meals to schools at low prices
- Kompass - starting off the right way in para-medical vocational training
- Recreation for children and young people - fun and games for the street kids
- Nachschlag - a second chance for school dropouts¹⁶⁸

All projects are **closely interrelated**. This permits the organizations to inform migrants involved in other projects about the language courses and the need to attend them.

Target group

Migrants (both new arrivals and resident migrants)

Elements/characteristics of the project

Language courses and accompanying programs: The association has many years of experience with general language courses, language courses for women, and vocationally oriented language courses. As part of the project „*Frauenladen und Sprachschule*“ the association has offered courses in German as a foreign language since 1988, since 2003 they are funded by the Federal Office for Migration and Refugees.

The organisation offers a wide range of courses, warranting flexibility for the participants. The courses offered currently are: General language courses, Intensive language courses, Language courses for women, Literacy courses, German for the job, Grammar courses, Communication courses and Preparatory courses for the language certificate.

Special emphasis is put on providing **information about Germany** in the language courses. Under the heading of country information the students learn about the major events in German history and its legal and political system. In addition, the participants' awareness of specific cultural elements is heightened to promote tolerance and the social and vocational integration process. „*Arbeit, Bildung, Wohnen e.V.*“ attaches a large importance to exclusive language courses for women: with its program tailored to the specific needs of women and children it wants to counter the trend revealed by many studies that the literacy and language skills of children from migrant families are inferior to those of children of the receiving society of the same age group, because they do not receive adequate help with language at home.

*Assistance from social workers and a course to prepare for the final exam of Hauptschule*¹⁶⁹: The association also provides additional **assistance from social workers** for the course participants – which helps to consolidate the course as a group and assists with private and social problems. Language course graduates who do not have a school leaving certificate that is accepted in Germany can subsequently attend the association's **Hauptschule examination course** and thus considerably improve their chances on the training and labour market. As part of the preparatory vocational program and in cooperation with the local job centre the association provides

¹⁶⁸ Source: www.abw-berlin.de (10.05.2005).

¹⁶⁹ *Lowest level school leaving certificate after 9-years of school. Translator's note*

integration subsidies for young people that have not found a training place or need more preparation before they can start an apprenticeship.

Placement in internships: The association's contacts with companies helps to find **internships** to help people with their occupational choice and familiarise them with the world of work. For this purpose a network of volunteers has been created who provide an insight into their specific profession. They also help to place people in internships. 15 volunteers are helping the association currently.

Scope of services of the language school: The language school offers a total of 24 language courses with 3228 teaching units in 2004. The average course size is 15 students which means that personal support can be given to them. Currently (November 2004) three courses for women are held in the morning, two mixed courses each take place in the afternoon and evening.

When registering, all migrants are tested for oral and written skills and are assigned to the language course appropriate to their level. Regular **progress tests** are held in the courses. The test results are discussed in class, in addition each student can seek personal advice from a teacher. The classes take account of the participants' different skills levels by team teaching and by breaking down the course into different learning groups. The language courses become highly **effective** for each participant, because the language tests of the levels A1, A2, B1 and B2 (based on the European Reference Framework for Language Testing) can be taken directly in the language school. These language tests correspond to those that are used under the new Immigration Act and have been developed by the independent Goethe-Institute. Up to now 25 students passed the A1 test with very good or good result in 2004. In September 2004 19 students passed the A2 level test (12 with very good results, 7 good).

The project's factors of success

Language acquisition in a compound structure: This constitutes one innovative element of the project work of the association „Arbeit, Bildung, Wohnen e.V.“ The combination consists of language courses and parallel courses providing the school leaving examination at the *Hauptschule* level.

This dual system provides both migrants with poor and with advanced knowledge of German with an opportunity to attend the language school - thus addressing a much **wider audience** than the language courses by themselves. The graduates from the German course can continue by enrolling in the school leaving examination course. This possibility for further educational advancement provides considerable **motivation** for the migrants, in particular, because most of the course participants have never had much involvement with education. Thus the ultimate objective of the language school is not merely the provision of language skills but making people fit for the labour market.

Parallel study counselling warrants sustainability: The project's success is supported by the language school's possibility to offer migrants **study counselling** parallel to the courses. This is especially important, because the services of the language school are mostly used by migrants who are 'unfamiliar with studying' as said above. This counselling can overcome the difficulties the migrants are confronted with during the learning process. It certainly is an advantage that the counselling specialist is known to the migrants from the start and usually enjoys their confidence. This means that the number of drop-outs is kept very low.

Synergies warrant efficiency: The dual system also generates **synergies** because existing resources can be used more efficiently. This applies both to the classrooms and to the pool of information available. Thus a teacher in the school leaving examination course can better address a person's problems that became apparent during the language course, because such information can be passed on.

Effective local network: The language courses' effectiveness is further enhanced because they are part of a **local cooperative network**. This network at the district level works in both ways: the institutions refer migrants directly to the language school or learn about it by 'word of mouth' and vice versa the language school refers

them to the organisations. Thus the employment office might recommend migrants to attend the language school and the school in turn will try to motivate migrants to see a career advisor or providers of vocational training.

Low cost: Finally, the courses' **low cost** for the migrants contributed greatly to the project's success. Tuition is Euro 10 per month and thus affordable. In addition, „*Arbeit, Bildung, Wohnen e.V.*“ is widely known in the neighbourhood because of its other projects, which is the best advertising for the language school and manifests itself in the high number of participants.

Assessment

The language training provided by „*Arbeit, Bildung, Wohnen e.V.*“ underlines the significance of local networks which can offer the migrants additional perspectives beyond the language courses. Full consideration is given to the fact that learning German - albeit being an important step - is only the very first step in the integration process. The organisation's comprehensive course program underlines the importance of an integrated approach focusing not solely on language training. The study counselling alongside the courses deserves special mention, because this is an opportunity to avoid high drop-out rates and at the same time to increase the migrants' motivation to study.

Integration courses for migrants with residence permits in Baden-Württemberg, exemplified by the City of Karlsruhe

This section presents the integration courses of the German Bundesland of Baden-Württemberg as an example for initial orientation programs in place before the new Immigration Act entered into force.¹⁷⁰ Since the beginning of 2005 these courses have been replaced with the nation wide system of integration courses which also include a 30-hour orientation course. Even though the courses described below are not offered in the same manner any longer, they provide insight into important elements of orientation courses.

The courses served to promote the integration of migrants by enabling them to participate in social life and enjoy equal opportunities. An important element of the project in Baden-Württemberg was its close link between language and orientation courses, permitting comprehensive initial orientation in addition to learning the language. The integration course funded by the federal government since place in January 1, 2005, follows this approach as well.

Name of project:	Integration courses for migrants with residence permits in Baden-Württemberg
Organization:	Land Baden-Württemberg
Coordination:	City of Karlsruhe Department for migrants affairs
Local organizations:	Hand in Hand e.V. IBZ Karlsruhe
Main place of activity:	Towns and cities in Baden-Württemberg having a special demand, in the case discussed: Karlsruhe
Target group:	Non-Germans with residence permits
Contact address:	City of Karlsruhe Geschäftsstelle für Ausländerfragen Helmholtzstrasse 9-11 76133 Karlsruhe

Basic information on the “best practice”

- *Name:* Integration courses for migrants with residence permits in Baden-Württemberg
- *Regional Base:* Bundesland Baden-Württemberg – here: city of Karlsruhe
- *Implementing Organisation:* City of Karlsruhe, Department for migrants affairs (coordination); Hand in Hand e.V., IBZ Karlsruhe (implementing organisation)

Short description of practice

The German state of Baden-Württemberg has defined the integration of migrants with residence permits into social, political, working, and cultural life as a social policy objective to be pursued as early and

¹⁷⁰ The project's duration was limited until 31 December 2004, i.e. it ended one day before the new Immigration Act entered into force.

comprehensively as possible. To further this aim Baden-Württemberg offered integration courses funded by the *Landesstiftung Baden-Württemberg* (Baden-Württemberg Foundation) for migrants intending to stay permanently that have recently arrived or who have been staying in Baden-Württemberg for some time already. The integration courses provided initial information about life in Germany, about vocational and social orientation, point to integration-promoting initiatives available in the community and introduce migrants to the German language.

As an example for various municipalities in Baden-Württemberg serve the integration courses for immigrants with residence permits of the City of Karlsruhe. In the City of Karlsruhe orientation courses are always linked to language courses. Social counselling and excursions are offered in addition to the orientation modules. The focus of these excursions can be either to learn about Germany or to learn about jobs and training.

Target group

Non-Germans with residence permits

Elements/characteristics of the project

Scope of courses offered: Orientation courses were always offered in conjunction with language courses. According to the participants needs, the following course levels were offered:

Alphabetization courses

In addition to the orientation course, alphabetization courses included two counselling interviews and a language course to learn the Latin alphabet and first outlines of the German language. Interpreters are involved in the counselling sessions, if necessary. The first interview usually took place prior to the language course. Its main objectives were: Building trust, introduction to the living conditions, information about integration assistance, help with educational and vocational integration, topical issues relevant for the migrants motivation to attend a language and orientation course. The second interview took place after the language and orientation course and had the following objectives: Conclusions, planning the next steps (job, local clubs, attending other integration programs) and evaluation of the language and orientation course. Literacy courses were mainly aimed at third country nationals over 16 years of age who immigrated recently and intended to stay permanently. Other third country nationals with a permanent residence permit could also attend literacy courses, if this was considered necessary. Further EU nationals with special needs could attend.¹⁷¹

Basic courses

The basic course consisted of the orientation course and two counselling interviews (one before and one after the course) plus a language course. 10 to 15 persons attended the combined language and orientation courses on average. The main subjects covered were: Learning everyday language, coping with everyday life, exploring the environment, orientation in daily life (e.g. in nursery school, school, doctor's practice), vocational orientation, learning about the value system of the Germany, encouragement to accept this value system, and stressing the need to respect the legal order. While generally the same group was entitled to attend as in the case of the alphabetisation courses, the City of Karlsruhe reserved the right to decide on the final selection of the participants.¹⁷²

Advanced courses

¹⁷¹ see Agreement on integration courses - literacy courses - as part of the project "Integration Courses for Migrants with Residence Permits" 2002, p. 2ff.

¹⁷² see Agreement on integration courses - literacy courses - as part of the project "Integration Courses for Migrants with Residence Permits" 2002, p. 2ff

Advanced courses were available for migrants that already had a basic knowledge of German. It consisted of a language course, two language assessment tests and of a counselling interview, if need be. The language course organization administered a language assessment test prior to the language and orientation course to determine whether the level to attend an advanced course was attained. No such test was administered, if the course organization was aware of the student's level, e.g. because he or she had just attended an integration course of the same organization. The language course ended with a language assessment test similar to the Council of Europe's Common European Reference Framework for Languages. After the language skill test at the end of the course the organization issues a certificate on the language level attained. If necessary, a counselling interview could be held to determine which additional help for integration is necessary and to assist with integration into school, work or society.¹⁷³

Counselling

The counselling interviews were an innovative aspect of the integration courses of the City of Karlsruhe. Two such interviews took place in total (exception: advanced courses) one before and one after the language and orientation courses. Both counselling interviews served to determine the needs for orientation of the individual migrants and helped to plan further steps to speed up integration. Normally they referred to alternatives for vocational orientation, recognition of school and training certificates from abroad and inform about the social counselling provided by the City of Karlsruhe. Characteristically the participants of the integration courses worked in low paid employment in low-skill jobs. Most did not have any formal vocational training. The counselling helped to make the migrant's vague ideas about their careers more specific by determining which steps needed to be taken and which institutions needed to be contacted. In many cases such initial contacts could be established during the orientation courses. This preparation of a specific and tangible roadmap for their career and future life was – according to the participating migrants - decisive for their motivation to take more initiative in caring and planning for their own future. The migrants also considered the support for the recognition of their educational and vocational qualifications from abroad very important.

The project's factors of success

Trilateral funding: The project „Integration Courses for Migrants with residence permits“ was financed by three sources. 50 percent of the funds were contributed by the government of Baden-Württemberg, 25 percent by the City of Karlsruhe. The remaining 25 percent had to be provided by the local organisation which collected fees from the students to cover this cost. Depending on the number of course participants, the cost per person was between euro 50 and 90 which the students consider economical.

PR work raises: Another success factor for the project was the extensive **PR work**. Baden-Württemberg and the City of Karlsruhe had a long-term interest in making the project, its results and findings known to the public at large and to make them accessible to the interested specialists. Thus local organisations had to agree to cooperate in the preparation of publications and press releases. 5 percent of the budget was earmarked for PR. The widespread knowledge of the project was also proved by the regular reporting of the local media.

Development of intercultural skills by forming groups of people with diverse origins: The organizations tried to form courses that were **heterogeneous** as regards the members' origins. Most participants considered this positive. If one ethnic group is too dominant in a group there is a tendency for the members of the majority group fall back into their native language instead of speaking only German, which would exclude other course

¹⁷³ see Agreement on integration courses - literacy courses - as part of the project "Integration Courses for Migrants with Residence Permits" 2002, p. 2ff.

members and slow down the progress of the entire group. Heterogeneous groups have the additional advantage that not only the subjects in the curriculum, but also social and intercultural skills can be trained.

All-round child care: The provision of all-round **child care** during class times was also important for the courses' success since it reduced barriers to attendance. This is essential for the group of female migrants who are often those in particular need for integration assistance.

Union of orientation course and language learning: It was precisely the **linkage of language learning to issues that are relevant for the migrants' daily life** and their special needs that help the migrants most. It was this combination that set the integration courses apart from “regular” language courses and contributed to their **effectiveness**. It made it easier to catch the migrants' interest in social issues and to motivate them in the long run. It was this combination that raised participants awareness for the fact that their deficits were not only linguistic and that they require support in other respects as well. It also showed that the students are much more interested, and thus motivated to attend, in subjects related to daily life, practical information and hearing about local customs, than in classes merely concentrating on history or politics.¹⁷⁴

Assessment

The integration courses for migrants with residence permits of the City of Karlsruhe proved that a well structured program for language learning in combination with orientation elements which are closely related to daily needs is an important part of the integration process - in particular, if the orientation courses are related to the local neighbourhoods and deal with elements that help to cope with daily life. Another important element making for the project's success was the counselling interviews. They can respond flexibly to the migrants' personal problems and needs and help to constantly refocus the course design on the topics relevant for the migrants.

¹⁷⁴ Finkbeiner 2002, p. 116ff.

Program for university graduates of the Otto Benecke Foundation

www.obs-ev.de

The unemployment rates among non-Germans living in Germany is about twice as high as that of Germans. One reason for this elevated unemployment rate are the problems migrants encounter with the assessment and recognition of vocational qualifications from their countries of origin. The project described below attempts to assist highly qualified foreigners to enter the labour market and overcome these obstacles.

Name of project:	University graduate program
Organization:	<i>Otto Benecke Stiftung e.V.</i> (Otto Benecke Foundation)
Main place of activity:	Germany
Target group:	University graduates who are recent repatriates from the East, quota refugees, or were granted asylum
Contact address:	<p style="text-align: center;">Program for university graduates by <i>Otto Benecke Stiftung e.V.</i> Postfach 26 01 54 53153 Bonn</p> <p style="text-align: center;">Telephone: 0049 – 228 – 81 63 0 Internet: www.obs-ev.de E-Mail: AKP@obs-ev.de</p>

Basic information on the “best practice”

- *Name:* University graduate program
- *Regional Base:* Germany
- *Implementing Organisation:* Otto Benecke Foundation e.V.

Short description of practice

The program for university graduates of the Otto Benecke Foundation has been in place since 1985 and provides vocational integration support for **ethnic Germans** who have earned a university degree in their country of origin. In 1996 **quota refugees** were included among those entitled to participate and in 2003 **persons who have been granted asylum** were included in the target group as well. The common characteristic of the program's target groups are their problems to gain direct admission to the German labour market in the professions they were trained in. The reasons are to be sought in the difficult labour market situation Germany has undergone for several years and in the significant differences between the training and occupational profiles in the countries of origin and Germany. This is where the university graduate program steps in, trying to build a bridge between the migrants and the German labour market. To do so a wide variety of education and further learning opportunities are available - the most important ones shall be presented in the following sections.

Reality shows that the recognition of the qualifications of the immigrants who earned a degree in their countries of origin and worked as experts in their fields meets with difficulties in Germany. The lack of comparability of the degrees earned abroad and those awarded in Germany is the biggest obstacle to finding work again fast. The

experience of the university graduate program shows, however, that working in the career is possible, despite of the existing obstacles, if the deficit is made up with suitable complementary studies. The following figures provide an overview of the **extent** of the university graduate program: 1108 scholarships (of these about 300 for engineers) were awarded for Euro 5.58 million from funds of the Federal Ministry of Education in 2002. A total of 4404 immigrants had applied for scholarships of the university graduate program. The figures for 2003 are almost the same (1109 scholarships and 4461 applications). Regular surveys of the graduates indicate that an average of 70 percent of these succeeds in finding a job in the profession they were trained for within one year. The university graduate program has a mandate from the Federal Ministry of Education and Science (BMBF) and the European Social Fund (ESF) and is funded from these sources.

Target group

University graduates who are ethnic Germans, quota refugees or were granted asylum. Conditions for the entitlement to participate in the program are that the applicant has completed university studies in his or her country of origin and that in Germany this degree is not recognized, only partially recognized or fully recognized, but cannot be used without additional studies or courses and assistance is needed to ensure adequate vocational integration. Applicants must be between 30 and 50 years of age.

Elements/characteristics of the project

Activities under the university graduate programme: The university graduate program offers the following support for vocational integration to the groups described above:

- Counselling and vocational orientation
- Language courses
- Supplementary studies
- Courses for vocational adaptation
- Scholarships

The programme emphasises counselling and information of the immigrant university graduates and training them in relation with their original course of studies. Consequently special training courses have been developed for a wide range of occupational groups which are taught in cooperation with universities and institutions throughout Germany. This provides immigrant university graduates with an opportunity to adapt their existing qualifications to the German requirements and to fill any knowledge gaps. In 2004 the following activities were undertaken for this purpose:¹⁷⁵

- Basic IT course
- Job application training
- Technical language courses
- Practical overview of university study courses and occupations (PSB)
- Intensive English course
- Supplementary studies in business management
- Supplementary studies in electrical engineering
- Supplementary studies in mechanical engineering
- Supplementary studies in mechatronics

¹⁷⁵ see activities offered: *Akademikerprogramm der Otto Benecke Stiftung e.V.* (programme for academics of the Otto Benecke Foundation), 2004, p. 1.

- Supplementary studies in civil engineering
- Tele studies program
- Individualized supplementary studies
- Medical internship for physicians
- Complimentary studies in medical engineering
- Medical internship for dentists
- Adaptation year in pharmaceutical studies
- Supplementary studies in veterinary medicine
- Scientific internship

In addition to this range of activities the university graduate program provides advanced German courses to those among the ethnic Germans, quota and other refugees who need additional language skills before they can participate in occupational training schemes. Below the major elements of the university graduate program are presented.

The participants do not incur any costs through their participation in any of the projects under the university graduate program. While they are participating they receive a **scholarship** from the Otto Benecke Foundation. It does not, however, cover the cost for any family members living at the place of residence.

Language courses under the university graduate program: The program for university graduates of the Otto Benecke Foundation offers **advanced courses** for academics that need to improve their language skills before they can attend professional training courses. In addition there are **technical language courses** to enhance the knowledge in the technical language of the field. In 2004 technical language courses were held for engineers, natural scientists, economists, physicians, teachers in the humanities and graduates in humanities. These courses were designed to promote:

- the development of existing language skills
- building a technical vocabulary
- comprehension of the syntax of technical texts
- understanding, preparing and presenting technical papers
- communication skills in daily life
- building basic IT skills (e.g. word processing).

The courses last three months each and are held as day courses in Magdeburg, Berlin, Heidelberg, and Bonn. During the course attendees receive scholarships from Otto Benecke Foundation which do not have to be repaid, if they can prove their status as recent repatriate, quota or asylum-status refugee. If necessary, accommodation is found for the migrants at the place of teaching - the organisations provide free accommodation for them.

Practical overview of university studies and occupations: Immigrant university graduates often face the question of what career they are expecting in Germany. In many cases it will be necessary to move into a largely new occupational field or at least to find a new career focus. The practical overview of university studies and occupations is open to almost all occupational groups and is a relatively short, but effective and efficient tool for integration that helps the migrants to pursue their careers in a targeted way.

The practical overview of university studies and occupations consists of a 12 day preparatory phase taught as a seminar, a 3 month internship and a 3 day final seminar. The technical and non-technical qualifications of the migrants are analyzed in the seminar and they are prepared for typical situations at the working place. In addition, there is an introduction to IT. The internship provides the participants with direct insight in the

occupational field, the knowledge acquired in the seminar can be strengthened and expanded. This is followed by a **final seminar** where the internship experience can be reflected and strategies for the time thereafter can be developed. This activity is effective, because the migrants can communicate with people facing similar situations and get ideas for their own future. The initiative helps them to find their bearings and is an efficient decision-making tool for the future career. The result can be twofold: Either it is determined that the migrant can find a job right away or that he or she might need some type of additional qualifications.

Supplementary studies: If the latter applies the university graduate program provides so-called supplementary studies for many occupations. These courses are held nationwide in cooperation with universities and last between nine and twelve months, followed by a three month internship. In 2004 such supplementary studies were provided for the fields of business management, electrical engineering, mechanical engineering, mechatronics, civil engineering, veterinary medicine, medical engineering and one tele-studies course.

The number of applications determines which occupational fields will be selected for the supplementary studies. Another essential criterion for deciding on whether or not to run such supplementary studies is the extent to which a certain occupational group needs support. This shall be illustrated by an example: Only about a hundred veterinarians come to Germany every year, but they must take up to 15 different exams before they can get a license to practice. These exams are considered to be relatively difficult, therefore these people absolutely need specific support from the university graduate program in the form of its cooperation with a university.

In addition to the expertise also skills going beyond the mere technicalities of the subject are taught during the supplementary studies, a large part of which are presentation skills, job application training and team work. A dual approach in teaching the subjects has proved successful. On the one hand a special curriculum for a separate system of courses has been developed for the supplementary studies, on the other hand the migrants can attend some of the regular classes held at the university. To prepare the migrants for the examinations in a concise and efficient way the university lecturers offer special lectures and classes that take account of the expertise these students already possess, in this way their language skills are based on more solid ground and knowledge gaps are filled.

On-site support: The studies are complemented by assistance from social workers on site and from the university graduate program staff in Bonn. The migrants' special living conditions must be taken into consideration. They are separated from their families in places they are totally unfamiliar with and have to study again very hard. The problems created by this situation are not ignored, but one attempts to provide expert help right then and there.

The project's factors of success

Selection process warrants effectiveness: A major element for success and for the university graduate program's efficiency is the **selection of participants**. The selection is solely based on the personal, technical, and linguistic aptitude of the migrants and not on any quota relating to their legal status. Ethnic Germans, quota refugees and asylum-status refugees have equal opportunities to receive help. The selection is made in cooperation with the university teaching in the specific field. During the university graduate program a special scoring system has been developed for an unbiased selection of applicants. Criteria are the career, the results in the language and technical tests as well as the impression made during a personal interview.

The limited number of beneficiaries **prevents** any problems with **lack of motivation** from arising. Those that managed to win a place are highly motivated despite the difficult circumstances (separation from the family, finding oneself in the situation of a student again, unfamiliar surroundings). There are only very few drop-outs.

Defined approach: The project's effectiveness is further enhanced by the **defined approach** of the activities. The program providers are extremely flexible, in order to improve the program continuously they evaluate the participant's criticism and proposals and feed it back into the next activities. For this purpose final seminars are

held after the courses during which the participants can explain their experience with the project, in addition participants are regularly surveyed and one year after conclusion of the course a follow-up is made.

Follow-up surveys warrant sustainability: In these follow-up surveys the graduates are asked to explain how they fared **professionally**. Despite the situation in the German labour market generally about 70 percent find an adequate job in their occupation within one year after graduating from the supplementary studies depending on the different employment rates of for specific occupational groups. Employment below the migrant's level of qualification can be almost completely avoided by successful attendance of the program for university graduates of the Otto Benecke Foundation at least in the long-term perspective.

Comprehensive additional support: In addition there is a wide range of **additional support** furthering the participants' career advancement. The program is rounded off by online support for several courses, IT courses, job application training, and the possibility of tele-studies, all of which very positively impact the speedy occupational integration of the migrants.

Extensive PR work: The **PR work** done for the project is quite impressive: The strong external response to the technical conferences organized by the *foundation* bears witness to the strong public interest that the project meets with. This impression is further enhanced by numerous press articles. It is assumed that this is a case of 'snowballing' - i.e. once the project had won nationwide attention in the press, it drew more and more attention which resulted in more and more publications. Finally, mention must be made of the expansive information on the internet that covers all aspects of the project. With consistent and varied information public relations manages the project's contact with the target group of the migrants and with the multipliers.

Assessment

Empirical research showed that it is mostly language skills, schooling and vocational training that are critical for effective integration into the labour market. The program for university graduates of the Otto Benecke Foundation proves that it is quite possible to prepare migrants excellently and to make the high level of qualifications they brought with them attractive for the German economy. The university graduate program generates an enormous benefit for the German economy - it can tap into academic training that Germany did not have to pay for because it was obtained elsewhere, expert know-how becomes available of which the economy and, in the end, society as a whole will benefit.

**Intercultural training courses (InkuTra)
by Arbeiterwohlfahrt Nürnberg**

www.inkutra.de

Each culture has developed its own specific ways. How large the differences between cultures can be begins to show when people of different cultures come together. In such situations misunderstandings and conflicts may arise not only due to language problems, but also because of different forms of behaviour, perception, and interpretation. Intercultural skills of both, migrants and the receiving society, are an important prerequisite for successful integration. The project described below attempts to foster the development of intercultural skills to avoid such misunderstanding and conflicts or to manage them. The project particularly aims at the intercultural opening of the receiving society.

Name of project:	Interkulturelle Trainings (InkuTra)
Organization:	Arbeiterwohlfahrt Nürnberg – Migration Unit
Main place of activity:	Nürnberg (Bavaria)
Target group:	Receiving society
Contact address:	AWO Nürnberg Gartenstraße 9 90443 Nürnberg Telephone: 0049 - 911 - 27 41 40 17 E-Mail: inkutra@awo-nbg.de Internet: www.inkutra.de

Basic information on the “best practice”

- *Name:* Interkulturelle Trainings (InkuTra)
- *Regional Base:* Nürnberg (Bavaria)
- *Implementing Organisation:* Arbeiterwohlfahrt Nürnberg – Migration Unit.

Short description of practice

Since 1 September 2001 the *Arbeiterwohlfahrt Nürnberg* has been offering seminars for the development of intercultural skills within the scope of the pilot project InkuTra. With this project the migration unit of the *Arbeiterwohlfahrt Nürnberg* responded to the need to raise the awareness of social services in regard to their interaction with different migrant groups. Therefore, information about the culture and living conditions of the migrants were to be imparted as part of the staff's career development. The core objective was to strengthen the intercultural openness of social services to enhance the migrants' chances for integration. The pilot project first targeted ethnic Germans from Eastern Europe and wanted to teach background knowledge about the special characteristics of this group.¹⁷⁶ However, shortly after the start of the project it became apparent that the major

¹⁷⁶ Title of the pilot project: „*Stärkung der interkulturellen Öffnung der sozialen Regelversorgung zur Verbesserung der Integration von Spätaussiedlern*“ (Strengthening the intercultural openness of standard social services to improve the integration of recent repatriates).

prerequisite for intercultural openness of a social service institution are **intercultural skills** of its staff. Consequently the project's objective changed and in addition to providing information about the repatriates, their home countries and culture, the training wanted to convey "social skills". Intercultural skills are defined as the ability to deal responsibly and reasonably with members of different cultures. Acquiring intercultural skills is a key competence especially in working environments characterized by intercultural exchanges, in which members of different ethnic groups interact in a cultural environment that is foreign to them, because these skills will permit to communicate and to work effectively and efficiently in such settings. The following aspects are considered essential for developing intercultural skills and thus form the basis of the Nürnberg InkuTra project:

- Learning basic facts about migration and immigration
- Raising awareness of one's own cultural characteristics
- Triggering and starting confidence-building activities
- Recognizing and dismantling access barriers
- Enabling intercultural dialogue and actions¹⁷⁷

Target group

Social services staff members

Elements/characteristics of the project

Subjects covered by the intercultural training courses: The subjects covered by the intercultural training courses can be divided into three main strands¹⁷⁸. Exercises in "intercultural orientation", "background information on migration" and "practical intercultural work" are meant to make people think, to try out and acquire action skills - the project participants' intercultural skills are to be enhanced and developed.

The following key subjects are covered under the focus of "**intercultural orientation**": culture, cultural standards, reflecting on one's own culture, stereotypes, prejudices, interaction with migrants, tolerance, democracy, diversity, and identity as well as intercultural communication.

The second pillar of the intercultural training is learning to deal with others who have a different ethnic background. This includes experiencing what it means to be foreign and teaching the **general and specific facts** relating to migration and the life of migrants in Germany.

Under the subject heading of "**practical intercultural work**" specific real life cases situations (situations entailing conflict or irritations) are presented and discussed by the participants. The case studies intend to convey action alternatives for intercultural work in the field. Here the focus is on situations with a potential for conflict and irritation that arise during practical work, developing approaches to deal with intercultural aspects related to special fields of activity and supporting and assisting intercultural openness.

Starting from the participant's own experience the seminars establish a relationship between their own actions and cultural standards and values. In exercises and discussions the participants experience that all cultures are relative. Situations of conflict are explained, the participants learn how to react adequately and their awareness for the cultural aspects of their work is raised. Consequently this is also where the success of the InkuTra seminars becomes apparent – in practical exercises trainees are challenged to reflect their own actions, which is a major condition for any change in attitude or behaviour, this then has a positive impact on the way these participants will do their work in the future.

¹⁷⁷ see Wüstendörfer 2004, p. 8.

¹⁷⁸ for this and the discussion below see: www.inkutra.de (10.05.2005)

The project's factors for success

The InkuTra project was evaluated in 2004. It assesses the project as a successful training for career development which met with widespread approval and has direct as well as indirect effects. Among the direct effects is the participants' increased awareness for other cultures and the enhancement of their intercultural skills. What the participants experienced in the seminar has a positive effect on the way they act at work. It is also assumed that the training lays the ground for processes of change that will indirectly and ultimately lead to intercultural openness of the organizations involved. However, there is the risk that the skills learned in the training might be 'forgotten' again once daily routine sets in. This is why it seems necessary to continue the training and to renew the awareness of intercultural issues in follow-up sessions.¹⁷⁹

Alternative funding ensures continuation: Part of the project's success was due to the fact that the seminars were **free** for the participants between September 2001 and February 2004. During this period all funds came from the federal budget. As the federal subsidies ran out new forms of funding had to be found - since then Euro 950 are charged for a one day seminar with a maximum of 20 participants. Since costs cannot be fully covered by the fees after the federal subsidies cease *Arbeiterwohlfahrt* is now subsidizing the project.

Extensive PR work: The evaluation study mentioned above calls the **PR work** of the InkuTra project 'impressive'. For one, there is a website (www.inkutra.de) which can boast about 14,000 hits per month, secondly the target groups were informed about *Arbeiterwohlfahrt's* intercultural training seminars by flyers and information brochures. At irregular intervals the Nürnberg media reported about the project. The reporting was rounded off by information in *Arbeiterwohlfahrt's* internal magazines and brochures. Another important aspect of its PR was the presence of the InkuTra team at conferences, workshops and group meetings. This generated a number of publications about the InkuTra project and its content. Thus both the community in the field and the relevant target groups are fully informed.¹⁸⁰

Different types of seminars warrant flexibility and sustainability: Another positive aspect is the intercultural training's **flexibility**, i.e. that it is so demand-driven. Different types of seminars are available: starter seminars, advanced seminars, which want to strengthen the intercultural groundwork laid in the introductory course, and finally, so-called intercultural in-house training sessions which deal intensively with a specific work context. In addition there are seminars that specifically address the needs of a particular target group (collaborating with migrant parents as partners, to reflect the experience of the staff in the municipal child care institutions with migrant parents or the establishment of a 'development group for intercultural work in day care centres').

Training design is tailored to the target group: There is much flexibility regarding the project's **target groups**. The team works in pre-school education (e.g. municipal day care centres), in youth education (e.g. meeting points for young people), in counselling and support institutions (e.g. the municipal guidance centres in Nürnberg or the mobile social welfare service of Nürnberg), in health care settings (e.g. the health authorities), in support organizations for convicts and ex-convicts (e.g. the *Nürnberg Arbeitskreis Straffälligenhilfe* or at the Regional Court of Nürnberg/Fürth), with the police authorities and the Federal Office for Migration and Refugees. The team also accepted a teaching assignment at the *Staatliche Fachhochschule Nürnberg* for studies in 'intercultural social work' and the project staff attended numerous national technical conferences as speakers.

¹⁷⁹ see Wüstendörfer 2004, p. 123.

¹⁸⁰ see Wüstendörfer 2004, p. 44.

Assessment

The seminars of the InkuTra project have been assessed very positively by those who attended. The project evaluation also shows that the participants can be expected to gain a strong awareness of and for the members of other cultures¹⁸¹. The participants found the way of teaching to be intensive and lively - focused on real experience, thus suitable to enhance one's perspective, helping the participants to better understand situations characteristic for their work and to learn about managing them better in the future.

Nevertheless it must be mentioned that the limited time available for the seminars confined them to merely giving incentives to the participants, it was not possible to adequately cover all fields of intercultural work. InkuTra seems to be quite capable of playing this role as 'incentive provider'. This is corroborated by the finding of the evaluation study that the participants continued to be active even after the seminars and were actively seeking more information on intercultural skills. This means that the desired process of self-reflection could be triggered in the seminar participants.

¹⁸¹ see AWO Nürnberg 2004, p. 6.

4.3.4. The Netherlands

Drawing on the preliminary research mentioned above, several ‘Best Practices’ have been selected, that is: practices or experiences within the introduction programmes which deserve to be followed or at least continued. The view that some practices should be continued is of special importance in a period that the national government intends to change in a fundamental way the current integration (*inburgering*) policy. This new policy will only be implemented from the years 2005 and 2006 onwards, but as yet it influences strongly the debates about the merits of the current integration programmes.

In the first section the professional approach in the introductory courses for newcomers is described that has been developed in recent years under the WIN, and which can be considered as a ‘Best Practice’ in a very general sense, that is: not attached to one specific project. In addition, four concrete projects have been analyzed which will be presented here as Best Practices. Two of these projects pertain to the field of voluntary programmes, and involve local projects for settled immigrants. These are presented in section two. Furthermore, two projects on dual trajectories, in which learning and work are combined, are analysed. These four projects are analyzed in full detail in the last section. Finally, a recent project of the municipality of Amsterdam that aims at giving voice to the immigrants as regards its integration (*inburgering*) policies, is presented.

4.3.4.1. Mandatory measures and increasing professionalization

One of the main changes that will be enforced with the introduction of the new integration measures is the introduction of compulsory measures for settled immigrants, who up till now may participate in integration courses on a voluntary base. These are the – what was earlier called the pre-WIN immigrants, that is: the immigrants that came to the Netherlands before the introduction of the *Wet Inburgering Newcomers* (WIN – the Integration of Newcomers Act). In contrast, the integration courses for newly arrived immigrants are compulsory as outlined earlier. Although the compulsory character of the integration courses has been criticised from its introduction in 1998, nowadays, many believe that the mandatory character of the measures has had favourable effects. First, it is said that newcomers have profited by being forced to follow an integration course, because right from the start they had the opportunity to learn the language and to become familiar with Dutch society. This applies especially to women – the majority of the newly arriving immigrants – who otherwise would not have had the opportunity to follow classes. This is admitted by both experts in the field and immigrants alike.

One middle-aged woman immigrant¹⁸² who had already been in the country before the introduction of the WIN commented: “We never had the chance to go to school, but now, every newcomer may go to school and learn the language. I have never had the opportunity.”

So, whereas resistance against the mandatory character existed shortly after the introduction of the WIN, this seems to have turned into its opposite. The general view on the integration programmes for newly arrived immigrants now seems to be a positive one.

¹⁸² Interview on AT-5, the local Amsterdam television.

A second reason why the introduction of the WIN with its compulsory character for newcomers has been appreciated – albeit in retrospect – is related to the increased professionalizing of the integration programmes. Many admit that the introduction of the WIN has contributed to a process of improving the curriculum and teaching methods of the courses, as well as the counselling of newcomers. It is feared that the new policy on integration programmes will halt this development of gradual improvement or – even worse – will result in a less professional approach than has been achieved now. The new integration policy will strongly limit the central role of the local government in implementing the integration programmes, when the supply of the courses will be entirely left to the free market. As a result of this, many fear that the work-experience and know-how that has been build up in the last few years will be lost and that in fact the clock will be turned back. Whereas gradually many teachers have been trained in second-language teaching, they might be replaced by other, less well trained teachers or even volunteers.

One of our informants, a leading expert in second-language training and former director of one of the most important national immigrant organizations in the Netherlands, argues that the compulsory character of the integration courses has come up for discussion from the 1980s onwards. She believes that it is not so much the compulsory character that has to be debated, but the quality of the programmes. Although not yet perfect, the integration courses have greatly improved over the last decade. With the coming change of the integration policies in the Netherlands, it is doubtful whether the achieved quality of the integration courses can be maintained. When the supply of the courses will be left entirely to the market, the quality of courses, methods and teachers will not be guaranteed. She herself, has been involved in the formulation of a profile for second-language teachers at a national level and, therefore, knows by experience that second language teaching is a profession for which special training is required. Like many others, she fears that former practices, in which second language teaching was mainly the work of volunteers, will revive.

By way of conclusion, we might say that currently the opposition between voluntary or compulsory measures is not so much debated as is the opposition between governmental responsibility versus the free market. As far as the ‘Best Practices’ is concerned, the conclusion here is that second language learning is a matter that need a professional approach which can not be left to volunteers or an uncertain free market.

4.3.4.2. Voluntary programmes for settled immigrants

One of the programmes for settled immigrants (the so-called pre-1998 immigrants, who came to the Netherlands before the introduction of the WIN) is executed by the Netherlands Centre of Immigrants (*Nederlands Centrum Buitenlanders*, NCB). This is a national expertise centre with a 25-years long tradition of counselling, instruction and support for migrants and migrants’ associations. The NCB aims at improving the social position of migrants and at equal participation of immigrants in Dutch society. The primary goal is to achieve equal opportunities in education, welfare, health care and work, and optimal access to social services and products. To achieve this end, not only migrants themselves, but also governments, social institutions and companies have to be better equipped. The NCB is an independent organization and works without government subsidy. The NCB’s organization employs some 30 people who work in the various projects that are undertaken, plus some 40 – 50 contracted teachers. In addition, the NCB has its own press, where two people work.

In practice, the NCB serves as a channel for information and advice, gives training and courses, works on the development of methodology, and carries out various projects in accordance with its objectives. One of the

concrete and important activities the NCB undertakes is the implementation of courses for settled migrants. The NCB is involved in eleven municipalities where it is the one responsible organization for the implementation of integration courses for settled immigrants. These municipalities include one of the large cities of the Netherlands, Amsterdam, and medium sized and small cities or towns. In the twelve municipalities, the NCB serves a total number of some 2000 course participants, all settled migrants.

The NCB has its own, self-developed approach in the field of integration programmes. The specific approach the NCB advocates may be characterized as follows.

1. The integration courses are surrounded by – what is called – a “guiding structure” That is: obstacles for participating in the courses are being eliminated as far as possible. One of the concrete projects is localized in a so-called Mother-Child Centre, where child care is available. With this “guiding structure”, the organization facilitates the participation of people who otherwise would have difficulty in coming to the course.
2. The NCB applies a strict non-attendance policy. The idea behind this policy is: the supplier of the course facilitates the participation of migrants as explained above, but the migrants are obliged to attend the courses. These are viewed as two sides of the same coin.
3. The NCB enters into a contract with the course participant and he or she pays a deposit that will be returned upon their accomplishing the course. The idea behind this measure is that both parties have rights and obligations.¹⁸³
4. From the very start, the aims are communicated to the course participants. It is made clear at the beginning of the course what the final attainment level will be, especially in relation to the labour-market and vocational perspectives of the course participant.
5. The NCB enters into agreement with the local authorities for specific projects. These specific projects start from the philosophy that an integration course is not isolated from the social contexts in which the participants find themselves. For example:
 - When mothers participate in the course, special attention is paid to the parental education at home and the relation of parents with their children’s school. It is organized that parents collectively visit the school of their children or the school director is invited to visit the course. In this way, the integration course is linked to the coaching of migrant parents in their role of educators of the next generation.
 - When work and labour-market participation is the central focus in a determined course, the participants may be brought into contact with the employment office, or a training “how to apply for a job” may be organized.
 - Another central focus of an integration course may be public security in the neighbourhood. If this is very much a current issue in the city district where the course takes place (with for example fathers participating in a prevention project), then the course will activate its participants at this point.

¹⁸³ This policy of making contracts between supplier of the courses and the migrants has been first introduced by the NCB, but has later been adopted by the Task Force as a suggestion for improving the integration programmes.

Two of the local NCB-projects have been selected as Best Practices, one in the municipality of Nijmegen and one in Soest. They are analyzed in detail in the project descriptions in the following sections.

4.3.4.3. Dual trajectories: learning and work

Generally, the integration programmes not only aim at language training but also at directing the newly arrived migrant towards labour market participation. In many cases, the Regional Educational Centres (*Regionale Onderwijs Centrum*, ROC) organize so-called dual trajectories, combining language training and labour-market orientation. To promote this combination, part-time courses are offered for newcomers who have a job and who are still obliged to follow an integration course. More specific projects offer language and vocational training for employees in the company or institution where they work.¹⁸⁴

One of these projects has been introduced some time ago in Rotterdam (see below). Several partners cooperated to provide for integrated trajectories for immigrants in the company where they were being employed. This company, TPG Post (Post Office Company) worked in close cooperation with the municipality of Rotterdam and one of the two Regional Educational Centre (ROC) in this city. The project was meant for newly arrived immigrants, and provided an integration course including language and vocational training, with the prospect of a work agreement on a permanent base. This project has been successful in getting a large following. It served as an example for similar projects, in both the commercial and non-profit sector (e.g. health care).

In Amsterdam a similar project started at the Royal Dutch Airlines (KLM), albeit for settled immigrants only (see below). At weekly meetings in a location of KLM these migrants followed language training, partly tuned to their job. Next to integration, the project's aim is also to strengthen the position of these settled migrants on the labour market. Again, this project resulted from a contract between the company, the municipality and a course-supplier. This pilot project was the first in a series of similar contracts that the municipality of Amsterdam made with the business community.

A third project took place in the non-profit sector. This project was the initiative of social partners in the sector of old people's and nursing homes. The goal was twofold: integration of immigrants and interculturalization of the sector. The project aimed at improving promoting the influx and preservation of migrant-employers in the sector. As in the above mentioned projects in the commercial sector, the cooperating partners in this case were the social service institutions, the ROC's and the municipalities. This project has been realized in seven large or medium sized cities, including the large cities of Rotterdam and The Hague.

4.3.4.4. An advisory panel of immigrants

An often heard complaint is that immigrants are more *object* than *subject* in the integration programmes, that is: they are insufficiently involved in the ways these programmes are implemented and could be improved. Recently, the municipality of Amsterdam advocated a more customer-oriented approach and took the initiative to start off an advisory panel of immigrants, the so-called Advisory Panel Integration Amsterdam.¹⁸⁵ This panel consists of fifty immigrants who are still course participants or who have already accomplished the course. They are expected to think along with the local authorities about the integration programmes and the way these may be improved. The panel is composed of a "good mix" of the immigrant population in the city: men and women, newly arrived and settled immigrants, young and old, highly and poorly educated immigrants, and immigrants

¹⁸⁴ Source: <http://www.inburgernet.nl/traject/werk> (10.05.2005)

¹⁸⁵ <http://www.inburgering.amsterdam.nl/live/index.jsp?nav=5294&loc=16685&det=5618> (10.05.2005), <http://www.inburgernet.nl/archief/arch-nie061.html> (10.05.2005)

who are fluent in Dutch and immigrants who need an interpreter to bring forward their ideas and opinions. The central idea is to give the immigrants a voice vis-à-vis the local authorities.

Members of the Advisory Panel may give their advice in regularly organized meetings, but – and this is quite new – on a special website that recently has been started. Here, a so-called Virtual Office is to be found, which gives access to panel members only. On this website, questions are frequently asked to the members in order to get their advice, surveys may be conducted or discussions be entered into. Members have been introduced to the working of the website, and highly educated members assist the lowly educated members to become familiar with the Virtual Office. Thus, a major part of the communication among members of the Advisory Panel takes a digital form.

Members of this Advisory Panel are not paid for their work, because people are first and foremost expected to be motivated to do this job. Currently, it is being discussed whether people may get an allowance in the form of a course they would like to follow (a computer course; an introduction to the municipality apparatus, etc.). The central idea of this initiative is that in due course this Advisory Panel will be working independently and autonomously and will act as a sounding board for the municipality.

The integration of 80 settled immigrants in the municipality of Nijmegen
project of the Netherlands Centre of Immigrants (NCB) for the two priority groups of the WIN, the unemployed and 'child-raisers'

Basic information on practice

- *Title:* Project "Integration 80 settled immigrants municipality of Nijmegen" ("*Project inburgering 80 oudkomers gemeente Nijmegen*").
- *Country/region of origin:* Netherlands, municipality of Nijmegen (a medium-sized city, with a population of about 160.000 inhabitants, in the middle of the country).
- *Implementing organization:* NGO: Nederlands Centrum Buitenlanders (NCB, the Netherlands Center Foreigners), an independent national project organization.
- *Scope of practice:* This specific project takes place in Nijmegen and has a local scope. 86 participants started the program, divided into 6 groups.
- *Funding structure:* This is a contract with the municipality, which was put up for tender. It is paid by the municipality, who purchased this trajectory for about 80 appointed people.

Basic information on implementing organization

- *Name and position of interviewed/contact person:* Inge Laureyssens, project leader of the project.
- *Governmental/NGO; national/regional/local level:* NCP Projects BV is an independent national project organization working in 12 municipalities. It is part of the foundation NCB, the Netherlands Center Foreigners (*Nederlands Centrum Buitenlanders*). NCB also has a publishing house, where educational materials are printed that are developed by NCB, and a centre for communication and marketing consultancy. NCB aims at providing immigrants with skills that enables them to make their own informed choices and to participate in the Dutch society. Knowing the Dutch language is a prerequisite for this. The project organization develops, coordinates and carries out concrete projects for different clients. Its clients are organizations predominantly in the sectors education, health care, welfare and employment, migrant organizations (local and national) and governmental departments (local, national and European).
- *Organization's set-up:* The organization is housed on two locations, one in Utrecht and one in Amsterdam. The project organization consists of 30 employees that develop and run the projects. The director and the project managers take care of the acquisition. Usually, for every project there is a project leader who manages several 'program-coaches' (in Dutch: '*traject begeleiders*') that run the different groups within the projects, thereby taking care of the practical organizational issues and the guidance of the individual participants. Each project leader manages several projects (thus, several municipalities), and each program coach runs several groups. The project in Nijmegen is an exception in the sense that there is one person for both the role of project leader and program-coach, which is the person interviewed. This is the first project of NCB in Nijmegen. The lessons are not given by the program-coach of NCB, but teachers are hired for the specific projects (about 40-50 teachers). Currently NCB has around 2000 participants in 12 municipalities.

Topics covered by practice

The course is mainly language training, combined with a small part of social orientation.

Short description of practice

Main content/objectives: The municipality requires that the language skills of all participants have improved with one level in at least 3 out of the 4 areas of skills (listening, speaking, reading, writing).

Services/products offered: Language courses, combined with some social orientation either focused on employment or on child-raising skills. This can include presentations and excursions. It is the intention to have (1) an introductory presentation (for example of a school director or someone at an employment agency), (2) an excursion (to school or employment agency), and (3) a discussion about the mutual expectations of participants and school/employment agency resulting in a small mutual commitment.

The groups are formed based on level and on geographical location. The groups are as uniform as possible (with the same level of language skills). The six groups consist of around 15 participants each. Three groups are basic beginners (NT2-level 0)¹⁸⁶ and three groups are a little more advanced (NT2-level 1). (The municipality contracted another organization for programs for the NT2-level 2 and higher, and one for the highly educated people).

There is an intensive personal contact of the participant with the program coach (described below).

Teaching/training methods used: After the assembling groups, for every group is determined what method will be used, based on level and the diversity within the group. This is done in close consultation between the program leader and the teacher. Sometimes more than one method is used when this better suits the needs. Also computers are used to give the participants the opportunity to have exercises on their own individual level. Some of the methods are developed by NCB, but this does not necessarily have to be so.

Scope of practice: Local level; for most of the participants the program is in their own neighbourhood.

Number of participants: 86, divided into 6 groups with 6 teachers and one program-coach who is also the project leader.

Overall costs; costs/participant: A program, language with a limited social orientation for 324 hours, generally costs between 2.500 and 3.000 euros.

Duration of programme: The total programme lasts 324 hours, of which 36 hours are social orientation. The rest focuses on learning the Dutch language. The lessons take 9 hours/week (3x3 hours). The course is spread over nearly 12 months.

Possible follow-ups: For every participant a final report is written for the municipality with recommendations for a follow-up trajectory (work, voluntary work, education). But the possible follow-up is determined by the municipality. The large majority of the participants is very motivated, and likes to have a follow-up trajectory. The interviewee regrets it that the municipality does not use multiple year projects. The 324-hour course can only be seen as a very limited start of an integration process. According to her, many do not acquire the skills that are needed to take up this process by him/herself further, without any help.

Target groups

The participants are all immigrants who have been in the Netherlands for a long time (longer than 9-10 years). Nearly all of them are on welfare. The participants pertain to the two priority groups under the WIN, the unemployed and 'child-raisers'. The unemployed are mainly those with the higher level. The child-raisers are mainly women.

¹⁸⁶ NT2 means Dutch as a second language. Level 2 is the level needed for the naturalization test, aimed at in the WIN.

Social characteristics: The ages vary between 20-70 (most in the middle range). The groups are mixed and consist of men and women, but the majority is woman.

Educational level: Low. The lowest level consists of illiterate people; the level above is slightly higher.

Nationalities: The participants have many nationalities, but the great majority comes from Turkey or Morocco.

Accessibility

Geographical accessibility/location: Most of the participants follow the program in their own neighbourhood.

'Opening hours': The classes are in the mornings, because this is most suitable for people with children.

36 hours of the 324 are social orientation, which involves presentations and excursions. This is either focused on employment (as described at point 4: visit an employment agency, application skills, visit job fairs, etc.) or on child raising (learning about the school system, visit the school of their child, etc). To which group the participants belong is determined by the municipality, and is checked in the intake interview.

Languages offered: Dutch. This is the only language to be spoken in the lessons.

PR/information work to reach target groups: Most participants are sent by the municipality. To reach those who have no direct contact with the municipality (who do not get social welfare), presentations are given at community centres in the different neighbourhoods.

Environment where women feel comfortable: No specificities. But not mentioned as a problem area. Many women attend the program (and are very enthusiastic and motivated).

Childcare: This could not be arranged by NCB in this project, which was a big problem for many. When there is no childcare arranged, this can be a barrier for participation. NCB normally helps arranging childcare, and also pays for this.

'Empowerment'

Involvement of migrants: The migrants are not directly involved in the designing of the program. For the specific groups, however, the content is adapted to the needs and specific interests of the participants. These came to the fore in the intake interviews with the participants. Also the participants are free to mention themes that they want to address, for example in the speaking exercises.

Involvement of migrants as volunteers: No.

Building on the resources, experiences and skills of migrants: The levels of the participants are assessed before the start of the course and are monitored continuously (tests + assessment of the program-coach and teacher). The lessons and methods are adapted to that. The use of computers enables each participant to have exercises on his/her own individual level.

'User-friendliness'

Individual assessment of each client: In the beginning there is an intake interview in which individual needs and interests are assessed, as are the barriers for a person to participate. The program-coach helps the participant with solving the problems that inhibit a successful participation (e.g. helping to find child care). The participants have a personal meeting with the program-coach every 4 weeks, in which the progress is discussed, as is the personal situation of the participant. The interviewee sees this as a very beneficial effect of the role division between teacher (teaching the groups) and program-coach (personal guidance). There is a good division in attention and expertise. There is a close cooperation (and feedback) between the program-coach and the teachers.

There are a few instruments that proved to be successful in reducing the drop-out, which are partly related to the personal approach.

(1) The participant and the municipality sign a contract, that binds the participant to finishing the program. This is based upon the work plan drafted by NCB. For the hard cases the municipality has the possible sanction to stop the benefit, but this sanction is seldom put into practice.

(2) The participant pays a deposit of 50 euros to NCB that is returned upon successful (or motivated) completion of the program. This instrument is introduced by NCB, whose successful example is followed by other organizations.

(3) There is a very strict attendance policy. When a participant did not attend the class, he/she is contacted the same day by the program-coach, to find out the reason and to show concern.

Involving clients in the planning and implementation of services: For the specific groups the content is adapted to the needs and specific interests of the participants. These come to the fore in the intake interviews with the participants and in the regular meetings. Also the participants are free to mention themes that they want to address during the classes, for example in the speaking exercises.

Results/outcome

Demonstrated/expected impact of results on migrants' integration: Language is not integration in itself, but is a prerequisite for integration. The possibilities for integration are enhanced by improvement of the language skills. Next to this, by the social orientation program, there is a direct contact with school or employment agency, which stimulates further involvement and thus integration.

Immediate results: Certificate with level of language skills.

Methods of evaluation used

Development of measurable goals and outcomes: This is done in consultation with the municipality (who is the client).

Performance appraisals: The progress is demonstrated by various tests. One official test is done in the beginning, one in the middle and one in the end of the course. The teachers also give many tests in between to monitor the progress.

Ongoing internal assessment of whether services meet the needs of clients: With the municipality there is a final and a mid-term evaluation, in which the progress is discussed.

The participants have a personal meeting with the program-coach every 4 weeks, in which the progress is discussed, as is the personal situation of the participant.

There is also a 'customer-satisfaction' assessment.

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organizations: The interviewee does not identify many problems, apart from the lack of child-care, which is a very inhibitory factor.

Assessment by interviewer/observer

Reason for selection: This project is an example of Dutch integration programs for 'oldcomers' (settled immigrants who entered the Netherlands before the introduction of the WIN in 1998) aimed at the two priority groups mentioned in the WIN, namely the unemployed and 'child-raisers'. This is a good example of a project for very poorly educated immigrants, some of whom are illiterate in their own language. It fits within the regular system, where municipalities contract organizations that set up the integration program for a group of selected immigrants. Another indication for the good reputation of the NCB-projects is that NCB is mentioned by the municipality of Amsterdam as a good partner.

Assessment of criteria for describing the practice as best practice: The following aspects of the project were considered as innovative and effective:

- The personal approach of NCB
- The role of the program coach, as a different person – next to the teacher (see above).
- The deposit-system and the attendance policy (see above).
- The way the social-orientation programme takes shape, especially the contact with schools/employment agency including an excursion and a discussion of mutual commitments (see above).
- The system of individual assessment and the drafting of the program based upon the specific needs of the group is not unique in the Netherlands, but is an important condition for the success of the program (see above).

Finally, these aspects of the approach are very practical and seem relatively easy to implement (reproducibility and transferability).

Intensive dual trajectories for immigrants in the municipality of Soest

A project of the Netherlands Centre of Immigrants (NCB)

Basic information on practice

- *Title:* Project “Intensive dual trajectories for immigrants in the municipality of Soest”. (Project “*Intensieve duale trajecten voor allochtonen uit de gemeente Soest*”).
- *Country/region of origin:* Netherlands, municipality of Soest (a small city, with a population of about 45.000 inhabitants, in the middle of the country).
- *Implementing organization:* NGO: *Nederlands Centrum Buitenlanders* (NCB, the Netherlands Centre of Immigrants), an independent national project organization.
- *Scope of practice:* This specific project takes place in Soest and has a local scope. One group of 16 participants started the program.
- *Funding structure:* This is a contract with the municipality, which was put up for tender. It is paid by the municipality.

Basic information on implementing organization

- *Name and position of interviewed/contact persons:* Mrs. Gurses, project leader NCB and Mr. Akel, director of NCB
- *Governmental/NGO; national/regional/local level:* NCP Projects BV is an independent national project organization working in 12 municipalities. It is part of the foundation NCB, The Netherlands Centre of Immigrants (*Nederlands Centrum Buitenlanders*). NCB also has a publishing house, where educational materials are printed that are developed by NCB, and a centre for communication and marketing consultancy. NCB aims at providing immigrants with skills that enables them to make their own informed choices and to participate in the Dutch society. Knowing the Dutch language is a prerequisite for this.

The project organization develops, coordinates and carries out concrete projects for different clients. Its clients are organizations predominantly in the sectors education, health care, welfare and employment, migrant organizations (local and national) and governmental departments (local, national and European).

- *Organization's set-up:* The organization is housed on two locations, one in Utrecht and one in Amsterdam. The project organization consists of 30 employees that develop and run the projects. About two third of the employees are of immigrant descent. The director and the project managers take care of the acquisition. For every project there is a project leader who manages several ‘program-coaches’ (in Dutch: ‘*trajectbegeleiders*’) that run the different groups within the projects, thereby taking care of the practical organizational issues and the guidance of the individual participants. Each project leader manages several projects (thus, several municipalities), and each program-coach runs several groups. The lessons are not given by the program-coaches of NCB, but teachers are hired for the specific projects (about 40-50 teachers). Currently NCB has around 2000 participants in 12 municipalities.

Topics covered by practice

The course is language training combined with a job orientation.

Short description of practice

Main content/objectives: The municipality requires the following (minimal) outcomes: Improve the language skills of all participants with one level in at least 3 out of the 4 areas of skills (listening, speaking, reading, writing).

Next to this, 10% should have paid employment, 10% should be able to follow vocational education or a reintegration trajectory (leading to a job) and 70% should have unpaid work for at least 1,5 days/week. (For other projects of higher level participants, the minimal outcome is that 70% of the participants have a regular job).

Services/products offered: Language courses combined with job orientation. 100 of the 324 hours are job orientation and the rest is language training. There is an intensive personal contact of the participant with the program-coach (described below).

Teaching/training methods used: After the assembling the groups, for every group is determined what method will be used, based on level and the diversity within the group. This is done in close consultation between the program leader and the teacher. Several methods are used. Also computers are used to give the participants the opportunity to have exercises on their own individual level. Some of the methods are developed by NCB and some are not.

Scope of practice: Local level. These are participants who live in the city of Soest.

Number of participants: 16.

Overall costs; costs/participant: A dual program (language with an extensive job orientation) for 324 hours, generally costs between 3.500 and 4.000 euros.

Duration of programme: The total program lasts 324 hours, of which 100 hours are job orientation. The rest focuses on learning the Dutch language. The lessons take 9 hours/week (3x3 hours). The course is spread over 12 months.

Possible follow-ups: For every participant a final report is written for the municipality with recommendations for a follow-up trajectory (work/voluntary work/education; based on level and interests of the participants).

Target groups

The project is meant settled immigrants (pre-1998 immigrants), who are unemployed and are on welfare. Most of them are refugees.

Social characteristics: The ages vary between 27-45 years old. The groups are mixed and consist of men and women. About 75% is woman.

Educational level: Middle - high. Most of them have had secondary education in their own countries, and they also were employed.

Nationalities: The participants have many nationalities, ranging from former Yugoslavia to China.

Accessibility

Geographical accessibility/location: All participants follow this program in their own city (Soest). The location is central (a employment centre of the municipality) and close to a bus stop. For some, travel expenses are paid for by NCB.

'Opening hours': The classes are in the mornings. 100 hours of the 324 are job orientation

Languages offered: Dutch.

PR/information work to reach target groups: The participants were appointed by the municipality. In some cases NCB is requested by the municipality to identify possible participants. NCB has relatively good

access to the immigrant communities because of its long experience and the networks of the employees of foreign descent. To identify possible participants NCB approaches migrant organizations and key actors in the immigrant communities.

Childcare: Arranging childcare was not a problem in this project. Most of the children are of school-going age, and were taken care of during the times of the lessons. When childcare is needed, NCB pays for it.

‘Empowerment’

Involvement of migrants: The participants are not directly involved in the designing of the program. However, the content and the level are adapted to the needs and specific interests of the participants. These came to the fore in the intake interviews with the participants. NCB is run predominantly by migrants, which often smoothens the communication with the participants, and stimulates the development of mutual trust. When applicable, it is tried in every project to have at least one Arabic/Turkish/Moroccan speaking program-coach.

Involvement of migrants as volunteers: No.

Building on the resources, experiences and skills of migrants: The levels of the participants are assessed before the start of the course and are monitored continuously (tests + assessment of the program-coach and teacher). The lessons and methods are adapted to that. The use of computers enables each participant to have exercises on his/her own individual level.

‘User-friendliness’

Individual assessment of each client: In the beginning there is an intake interview in which individual needs and interests are assessed, as are the barriers for a person to participate. The program-coach helps the participant with solving the problems that inhibit a successful participation (e.g. helping to find child care). The participants have a personal meeting with the program-coach every 2 weeks, in which the progress is discussed, as is the personal situation of the participant. The method of NCB aims at identifying and diminishing all barriers for participation. The strengths of the method are described as follows:

- The individual coaching aims at identifying all barriers at the individual level, and the program-coach assists the participant in solving his/her problems.
- Generally, the lessons are close to where the participants live.
- It is ensured that childcare is arranged (assistance and financial compensation by NCB).
- Generally, there is financial compensation for travel expenses by NCB.
- Only teachers are hired who have affinity with the target group.
- There is a business-like relationship with the participants:
 - (1) The participant and the municipality sign a contract, which binds the participant to finishing the program. This is based upon the work plan drafted by NCB. Expectations are formulated of both sides (participant and NCB). The participants are taken seriously.
 - (2) The participant pays a deposit of 50 euros to NCB that is returned upon completion of the program. This instrument is introduced by NCB, whose successful example is followed by other organizations.
 - (3) There is a very strict attendance policy. When a participant did not attend the class, he/she is contacted the same day by the program-coach, to find out the reason and to show concern. At the third time of absence, the program-coach pays a visit at home.

Involving clients in the planning and implementation of services: For the specific groups the content is adapted to the needs and specific interests of the participants. These came to the fore in the intake interviews with the

participants. Also the participants are free to mention themes that they want to address, for example in the speaking exercises.

Results/outcome

Demonstrated/expected impact of results on migrants' integration: Language is not integration in itself, but is a prerequisite for integration. Having a job (whether paid or unpaid) is regarded as crucial for integration.

Immediate results: Certificate with level of language skills. Some will have a (paid or unpaid) job.

Indirect/mid-term results (e.g. employment and career advancement): Some will have a (paid or unpaid) job.

Methods of evaluation used

Development of measurable goals and outcomes: This is done in consultation with the municipality (who is the client).

Performance appraisals: The progress is demonstrated by various tests. One official test is done in the beginning, one in the middle and one in the end of the course. The teachers also give many tests in between to monitor the progress.

Ongoing internal assessment of whether services meet the needs of clients: With the municipality there are regular evaluations, in which the progress is discussed. The participants have a personal meeting with the program-coach every 2 weeks, in which the progress is discussed, as is the personal situation of the participant. There is also a 'customer-satisfaction' assessment.

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organizations: The interviewee mentions one point of attention, and that is the importance of an accurate intake assessment. When the level and expectations of the participant are not assessed well and do not fit the program, this does not motivate the participant. When this happens a solution is to listen attentively to the wishes of the participant, and where possible to try to meet these. Also try to point out the personal benefit of the course to the participant.

Assessment by interviewer/observer

Reason for selection: This project is an example of Dutch integration programs for 'oldcomers' (settled immigrants who entered the Netherlands before the introduction of the WIN in 1998) aimed at the unemployed. The objective is for course participants to get a job. It fits within the regular system, where municipalities contract organizations that set up the integration program for a group of selected immigrants. Another indication for the good reputation of the NCB-projects is that NCB is mentioned by the municipality of Amsterdam as a good partner. Within NCB this specific project is considered as one of the best practices, because of the diverse ethnic origins of the groups involved (in large cities groups are generally more homogeneous with regard to ethnic origin).

It is an example of an NCB program with a focus on employment.

Assessment of criteria for describing the practice as best practice:

The following aspects of the projects were considered as innovative and effective:

- The personal approach of NCB
- The role of the program coach, as a different person – next to the teacher, is effective (see above).

- The system of individual assessment and the drafting of the program based upon the specific needs of the group is not unique in the Netherlands, but is an important condition for the success of the program (see above).
- The deposit-system and the attendance policy (see above).

Finally, these aspects of the approach are very practical and seem easy to implement (transferability).

In-house integration course

A project for language and vocational training at TPG Post Company

Basic information on practice

- *Title:* “In-house integration course”.
- *Country/region of origin:* The Netherlands.
- *Implementing organization:* TPG Post (the principle mail provider in the Netherlands), in close cooperation with municipalities and Regional Educational Centres (ROC’s).
- *Scope of practice:* National. The project was implemented in 15 cities. The participants were potential employees of TPG Post.

In this form, the project ran from May 2001 till the end of 2003. Then, due to organizational restructuring, this project of recruiting (immigrant) postmen and mail sorters stopped. The project functioned as a pilot and others have implemented comparable initiatives. Also within TPG in some places people are recruited/trained according to this example (predominantly in the sorting centres), and current multicultural initiatives that are developed build on these experiences.

Basic information on implementing organisation

- *Name and position of interviewed/contact person:* Mr. M. el Achkar, Change Manager Diversity, Personnel Affairs TPG.
- *Governmental/NGO; national/regional/local level:* TPG Post is a private company, operating on national and international level.
- *Organization’s set-up:* In December 1996, the Dutch national postal service PTT Post acquired the Australian company TNT. The new name became TPG (TNT Post Group). Royal TPG Post is one of the three divisions of the holding company TPG (Mail, Express, Logistics). The main business of TPG Post is post: collecting, sorting, transporting and delivering letters and parcels. It is also specialized in data and document services, direct mail, e-commerce and international post. TPG Post calls itself the largest private employer in the Netherlands. It has 80.000 employees worldwide, of which 40.000 are mail deliverers in the Netherlands. About 10% of the employees work in one of the 6 sorting centres in the Netherlands.

Topics covered by practice

The project focused on language training, job training and ‘dialogue’ (social integration).

Short description of practice

Main content/objectives: Teaching immigrants the language skills necessary for the job of postman or as a so called mail sorter (working in a sorting centre). Upon successful completion, the participant is offered a contract with TPG Post. The aim is to contribute to the integration of the immigrant and to the implementation of a multicultural-personnel policy of TPG Post.

Services/products offered: Potential immigrant employees (selected by the municipality) followed an integration program, in which language lessons were combined with professional training. This was done by workshops and practical experience on the job. The participants were coached individually by a mentor (a trained colleague).

Teaching/training methods used: The teaching method was developed by TPG Post and focuses on the use of the Dutch language on the work floor. Part of the material was based on the regular professional training material for new postman/mail sorters, which was adapted to the integration course. A language institute provided the teachers.

Scope of practice: National. The project was implemented in 15 cities. The participants were potential employees of TPG Post.

Number of participants: In total over 200 immigrants completed the program successfully and joined TPG Post as postman or mail sorter. On every location groups were formed of about 15 participants.

Overall costs; costs/participant: No specificities.

Duration of programme: The program lasted 15 weeks, divided in two phases:

(I) Lasting 8 weeks; 4,5 days/week; participant still is on welfare.

The first phase focuses on language skills on the work floor (introducing oneself, getting instructions, being ill, ask permission, etc). This takes the form of workshops and practical assignments on the work floor. During these practical assignments every participant is guided by a TPG-colleague, who acts as a mentor. At the end of this phase, a job-contract of at least 20 hours/week is offered to the participants for a certain period.

(II) Lasting 7 weeks; 5 days/week; participant is employee of TPG Post.

The second phase involves the professional education/vocational skills for postman or mail sorter, combined with language training. One third of the time is spend on language classes (professional language); one third is vocational training; one third is a practical part, in which the participants are guided by their mentors. When the participant is found suitable for the job, the contract is changed into a contract for an unlimited period and the participant can work as a postman or mail sorter.

Possible follow-ups: The participant is hired by TPG Post and has a job. When the participant still needs to improve his skills, 0,5 - 1 days/week he will follow an additional course, fitting his individual needs.

Target groups

The project focused on 'newcomers, but in practice also some 'oldcomers' (settled or pre-1998 immigrants) participated.

Social characteristics: The ages varied. The participants that became postman (a fulltime job) were predominantly men. The group of participants that became mail sorters was mixed and consisted of men and women.

Educational level: Low, but with a basic knowledge of Dutch.

Nationalities: The participants had a variety of nationalities.

Employment sectors covered

The participants were trained as postmen and mail sorters.

Accessibility

Geographical accessibility/location: The courses were given on the work locations, and as such were very accessible.

'Opening hours': The program was full-time.

Languages offered: Dutch.

PR/information work to reach target groups: The participants were appointed by the municipality. Some were selected/identified by the Regional Educational Centre (ROC).

Environment where women feel comfortable: No specificities.

Childcare: No specificities.

‘Empowerment’

Involvement of migrants: The migrants are not directly involved in the designing of the program.

Involvement of migrants as volunteers: No.

Building on the resources, experiences and skills of migrants: No specificities.

‘User-friendliness’

Providing opportunities for ‘socializing’, both with other clients and staff: The mentor system was an essential part of the project. Every participant was connected to a mentor. This is a colleague who takes care of the personal coaching of the participant on the work floor. Mentors got a special training and coaching-on-the-job. Also managers and direct colleagues were trained by someone from the Human Resource Department on how to change their behaviour towards colleagues and how to coach immigrants. This involvement of the direct social environment of the immigrant is essential to bring about change in the organization and for the project to be successful.

Individual assessment of each client: No specificities.

Results/outcome

Demonstrated/expected impact of results on migrants’ integration: 200 immigrants participated in this program and were hired. They were very enthusiastic about the program. Work is one of the best conditions for integration and language is a prerequisite for integration.

Immediate results: For the participant: entering into a job at TPG Post.

Indirect/mid-term results (e.g. employment and career advancement): For TPG Post: TPG Post aims to reflect the multi-ethnic composition of the Netherlands’ population in its personnel. Like in most organizations, immigrants are strongly underrepresented in the personnel and TPG wants to increase the percentage of immigrant employees.

Also, it forms a (part of the) solution for the labour shortage with regard to the low-skilled jobs.

Methods of evaluation used

Development of measurable goals and outcomes: This is done by TPG and the municipality.

Performance appraisals: Tests assess the level of language skills and next to this the participant is assessed to see if he can do the job.

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organizations: Overall, this has been a successful project. Suggestions / lessons learned are:

1. It is important that participants are selected who are motivated. This project is not suitable for integration of people who are not motivated, because they will not turn into dedicated, skilled employees.
2. When cooperating partners (like the language institutions and the municipalities) are slow and bureaucratic, this can hamper the project. It is important to have clear mutual expectations, especially where there is a difference in mentality and approach between the governmental institutions and private organizations.
3. It would be effective to bring about change in the organization to have a high level of involvement of immigrants in the planning/policy phase of trajectories like these.

4. Sometimes, to approach new target groups like immigrants, it is more effective to get into contact with these groups directly, instead of using intermediary organizations. This last approach can be slow and ineffective.
5. (When applicable:) To prolong an initiative after the project phase it is important to carefully anchor the initiative in the organization.
6. When target groups are defined very specific and/or narrow, this can have a stigmatizing effect. TPG Post is working on a program ('*Taalwerk*' – 'LanguageWork') to extend a language course for immigrant employees to people with a Dutch background which have poor language skills.

Assessment by interviewer/observer

Reason for selection: TPG was the first private employer with in-house integration programs resulting in a job-contract for immigrants.

Assessment of criteria for describing the practice as best practice: This project has been very successful, according to the following criteria:

- Effective: the combination of language and vocational training within the company results in jobs for immigrants.
- Efficacy: when work may be considered as one of the best conditions for immigrant integration this project is very successful.
- Effective and innovative: the use of trained colleague-mentors for individual coaching and the training of managers and colleagues may be considered as both effective and innovative.
- Innovative: the project has been an important pilot for Dutch integration programmes.
- Reproducibility and transferability: the project has been transferred to other contexts in both the commercial and non-profit sector.

For lessons learned see also above.

Language course for settled immigrants at KLM

A project for work-related language training at the Royal Dutch Airlines (KLM)

Basic information on practice

- *Title:* “Language course for settled immigrants at KLM” (“*Taalcursus voor oudkomers bij KLM*”).
- *Country/region of origin:* Amsterdam.
- *Implementing organization:* Three parties are involved in this project. In close cooperation the municipality of Amsterdam and KLM set up the project, and a course provider implemented the course with a trainer and a coach that guide the participants throughout the program.
- *Scope of practice:* This project was for immigrant employees of KLM who worked at the department for luggage transport. Currently there are 9 participants. This is the second time that a group starts with this course at KLM. Last year there were 19 participants.
- *Funding structure:* The project is paid for by the municipality of Amsterdam. KLM facilitated it and provided the location. KLM took the initiative and approached the municipality with a plan for this project.

The municipality of Amsterdam has comparable projects, all related to ‘Language on the work floor’. These are all projects in which the municipality cooperates with employers to offer language courses to migrant employees (other examples are a hospital and organizations in the cleaning sector). In many cases this was the initiative of the municipality.

Basic information on implementing organization

- *Name and position of interviewed/contact person:* Masja Cohen, who – as an employee Policy Education and Integration – works for the Department of Social Development of the municipality of Amsterdam (*Dienst Maatschappelijke Ontwikkeling*, DMO). This department organizes the integration for settled immigrants.
- *Governmental/NGO; national/regional/local level; organization’s set-up:* DMO is a governmental department; their scope is local (city of Amsterdam – capital of the Netherlands, with nearly 750.000 inhabitants). DMO develops the social structure in Amsterdam and has six policy areas: art and culture, education, integration, youth, sports and recreation, health. DMO plans and implements projects and assists the different city quarters in their service provision. DMO has about 330 employees, working at six policy departments. KLM (Royal Dutch Airlines) is located at Schiphol Airport in Amsterdam. It has almost 35.000 employees (31 March 2004), of which around 4.000 are located abroad. KLM recently merged with Air France. The course participants are all working within the luggage handling for the department Ground Services (Passenger Business).

Topics covered by practice

The course is language training, with special attention for technical terms and for communication on the work floor.

Short description of practice

Main content/objectives: The objective is to improve the language skills of the participants with one level, improve the communication on the work floor between the manager and the employee and improve the opportunities for promotion for these employees. (The course provider is held accountable for the attendance of the participants. It has a commitment to ensure an 80% attendance).

Services/products offered: Language courses, with special attention for technical terms and for communication on the work floor. The participants were appointed by KLM. In a first assessment their motivation was assessed, as were their Dutch-language levels and their expectations. Based on the wishes of KLM, the levels of the participants, their availability and expectations, the project was set up.

Teaching/training methods used: No specificities.

Scope of practice: Local level; all participants were employees of KLM, working in the luggage handling for the department Ground Services.

Number of participants: 9 people (the previous group had 19 participants).

Overall costs; costs/participant: A program (normally lasting about 240 hours, primarily focused on language) generally costs around 2000 euros per participant (including the coaching process and assessments around 3.000 euros).

A more intensive project, aiming at employment of unemployed generally costs around 4.000 euros per participant for 240 hours.

Duration of programme: The total program lasts 120 hours. There are 40 lessons of 3 hours (2 a week, for about 4 months). This is partly in working time, partly in their own time.

Possible follow-ups: There was no follow-up planned. The participants of the previous group were enthusiastic and wanted more education. KLM had the intention to arrange that. (No details about what has been arranged.)

Target groups

The participants are all settled immigrants, who arrived in the Netherlands before 1998. They all work for KLM.

Social characteristics: They are middle aged, most are in their 40's. Of the 9 participants there is only one woman.

Educational level: No details. But they have a low-skilled job.

Nationalities: The participants have a variety of nationalities (e.g. Africa, Turkey, Southern Europe).

Employment sectors covered

Luggage handlers of KLM Ground Services.

Accessibility

Geographical accessibility/location: The lessons are given in the buildings of KLM and are close to the place where the course participants work.

'Opening hours': The hours are planned in close consultation with the managers of the course participants. And their working schedules are adapted to that. (This is a prerequisite for such a project between the municipality and an employer.) The course is partly within working hours and partly not; as such this requires an investment of both the employer and employee.

Languages offered: Dutch.

PR/information work to reach target groups: The participants are selected by KLM.

Environment where women feel comfortable: No specificities.

Childcare: In this case child care does not seem to be a problem, because the participants are employees and the program takes place partly within working hours.

(In general, however, arranging child care is a large problem. The municipality of Amsterdam has the unofficial regulation that 4 euros per hour can be spend for childcare, also when this is not done by an official institution (for example friends or family). This seems to be an effective measure.)

‘Empowerment’

Involvement of migrants: The migrants are not directly involved in the designing of the program.

Involvement of migrants as volunteers: No.

Building on the resources, experiences and skills of migrants: The levels of the participants are assessed before the start of the course. The lessons and methods are adapted to that.

‘User-friendliness’

Individual assessment of each client: In the beginning there is an intake interview in which individual needs and interests are assessed. The course of the program is adapted to this assessment. The participants have regular contact with both the trainer and the coach of the language institute. The coach tries to diminish all barriers for a successful participation, also when this involves problems on the work floor. The managers of the participants are involved in the project, and are consulted regularly by the trainer/coach. Also, there is a contact person at the personnel department of KLM.

Involving clients in the planning and implementation of services: For the specific groups the content is adapted to the needs and specific interests of the participants. These came to the fore in the intake interviews with the participants.

Flexibility of programmes/courses to adapt to changing needs: No specificities.

Results/outcome

Demonstrated/expected impact of results on migrants’ integration: It is expected that all participants improve their language skills with one level. This enhances the working relationships and strengthens their position in their own organization and on the job market in general.

Immediate results: Certificate with level of language skills.

Indirect/mid-term results (e.g. employment and career advancement): It seems that participating in such a program has a positive impact on the relationship of the migrants with their employer and with other employees. It improves their image and it is generally valued by others that the immigrant puts energy in learning the language. It strengthens his position within the organization.

The communication on the work floor improves. The possibilities for promotion increase.

Methods of evaluation used

Development of measurable goals and outcomes: This is done by the municipality in consultation with KLM.

Performance appraisals: The progress is demonstrated by a test at the beginning and at the end. The intention is to improve the language skills of the participants with one level. The (measurable) goal is to have 80% attendance.

Ongoing internal assessment of whether services meet the needs of clients: There are regular evaluations between the three parties (KLM, municipality and course provider), in which the progress is discussed. The participants have regular personal meetings with the coach.

Difficulties, obstacles, problems experienced

Assessment by experts of implementing organizations: It is important within such a project that the employer is really motivated and willing to enable its employees to follow the course. To encourage the involvement of the

employer, sometimes a financial contribution is asked (which was not the case in the KLM-project). It is important that also the participant is motivated. This should be assessed in the intake assessment. The participants should not be contractors who can leave their job (and the course) before the end of the course. The participants have regular personal meetings with the coach.

Assessment by interviewer/observer

Reason for selection: This project is presented as an example of close cooperation between the local government and a private company, to provide language courses to employees in order to strengthen their position within the organization and on the job market in general.¹⁸⁷

Assessment of criteria for describing the practice as best practice: This project has been very successful, according to the following criteria:

- Innovative: this project is based on the mutual interest in the language course of both employer and employee.
- Efficacy: the project aims at the strengthening the position of employees, both on the work floor and on the labour market in general. In addition, it seems to have a positive impact on the image of immigrants within their working environment
- Effective and innovative: by combining the language course with work, and by providing the course at the company the course is very accessible.
- Reproducibility: this pilot project was the first in a series of similar contracts that the municipality of Amsterdam made with the business community

¹⁸⁷ See <http://www.inburgernet.nl/traject/taal/taal025.html> (12.05.2005)

4.3.5. Switzerland

Selection of projects

Of the wide range of possible projects and programmes in Switzerland, the below listed were chosen as examples of best practices, although it should be noted here that a variety of interesting elements and similar projects and organisations do exist in this field. Helpful in the selection process was also the guidance and assessments of the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*), Cantonal integration delegates and NGO representatives.

Since no compulsory introductory programmes respectively integration courses do exist yet in Switzerland, voluntary measures in this area were looked upon.

AIDA, language school for women (School for Alphabetisation, Integration and German), St. Gallen

<http://www.aidasg.ch/index.php>

AIDA is a language- and alphabetization school in Eastern Switzerland for female migrants. Currently, AIDA is also establishing a language training programme for young children under school age. AIDA is also a competence centre for German as a foreign language and alphabetization, offering training and consulting services to language course providers and language teachers. In AIDA's view women need specific support since they tend to have lower educational attainments than their male counterparts, are more likely to not have any formal schooling, and are more likely to be analphabetic. Women thus face higher barriers to acquire a satisfactory level of language proficiency in the language of their new country of residence and hence also to integration more generally.

Basic Information on the Project

- *Name:* A.I.D.A. („Schule für Alphabetisierung, Integration und Deutsch“, School for Alphabetisation, Integration and German)
- *Regional Base:* St.Gallen, Switzerland
- *Implementing Organisation:* AIDA (association under the Civil Code)
- *Geographical Scope:* Canton St. Gallen, main course venue: AIDA premises in St. Gallen; external courses are offered as well, venue all over the Canton
- *Funding Structure of the Organisation:* AIDA receives funds from a variety of sources. Two thirds of AIDA's clients pay for their courses, although fees do only cover part of the actual costs. Various institutions (Labour Market Agency, Federal Office for Migration, local welfare offices) pay course fees of the other third of course participant. Since fees do not cover actual costs, AIDA also raises funds from private donors, the cantonal government and municipalities.

Basic Information on Implementing Organisation

- *Name and/or position of persons interviewed:* Irma Iselin Karaiskakis (director), Ulla Frank (teacher), two course participants
- *Set-up:* In total, 14 persons are currently employed at AIDA, most as part-time employees. All language trainers have teaching diplomas or certificates for adult education. Language trainers are encouraged to attend further training, in regard to language teaching as well as on issues related to integration. All AIDA staff meet for monthly meetings. Once a year, the team meets to discuss basic strategic issues and to design the course programme for the following year.

Topics covered by the organisation:

The main content of the courses is language training, including alphabetisation. A second aspect covered by the courses is “integration” in the form of useful information relevant for the social situation of course participants.

Short description of the organisation/the project

Main objectives: AIDA’s main objective is to provide alphabetisation, language training, integration courses and support to female migrants, predominantly from low-income groups. Language skills, in speaking, writing and reading, are seen as key to integration and a prerequisite to act independently in Switzerland and to counteract social isolation. In addition, the courses are also meant to acquaint course participants with basic knowledge on life in Switzerland, adapted to the situation of migrants.

Services offered: AIDA offers both alphabetisation and language courses (especially as “low-level”¹⁸⁸ courses as possible are focused on). In addition, AIDA also offers external courses for firms wishing to offer language training for their employees or other agencies wishing to offer language training for their clients. In the past, “integration courses” have been offered, but have been discontinued since it proved to be better to include “integration” as a topical focus in the language courses which is better geared towards migrant women’s individual needs and social contexts.

Generally, the offer covers a wide spectrum with a concentration on “certificate courses”¹⁸⁹ as well as on “low-level” courses.

Number of Participants: Courses have 10 participants on average. Alphabetisation courses usually have lower number of participants (ideally 6 to 8), German courses 10 to 12. The maximum number of participants accepted for German courses is 15.

Costs per participant: Costs vary according to the intensity of the course. One lesson (unit) is priced at CHF 110 (EUR 71). Course with 6 lessons a week cost CHF 660 (EUR 427), 4 lessons, 4 lessons a week cost CHF 440 (EUR 285) and courses with two lessons cost CHF 220 (EUR 142). Both two and four lessons/ week alphabetisation courses are offered.

Teaching Methods used: Teaching takes place in small groups. In case of larger groups (12 – 15) team-teaching is sometimes used.

Scope of the activities: Regional (Canton St. Gallen).

Target Group

AIDA’s target groups are female migrants (with broad variety of backgrounds, education and needs). In general, AIDA does not differentiate by social background, but its philosophy is to specifically target women from lower

¹⁸⁸ „niederschwellig“

¹⁸⁹ „Zertifikatskurse“

income groups and with lower educational attainments (including school education and experience in their countries of origin). To reach the target group, AIDA prices the courses accordingly.

Accessibility of services

Geographical accessibility/ location: AIDA is located in the town centre of St. Gallen. Normally, all courses take place on its premises. However, AIDA also offers external courses for firms and other institutions dealing with migrants. In principle, it offers external courses both for St. Gallen and surroundings and for other regions (at a higher cost).

Public Relations/ information work to reach target group: AIDA has a webpage with basic information on the school and its course programme. In addition, it distributes leaflets with its course programme to key institutions (Labour market services, institutions dealing with migrants, etc.).

Empowerment of service: The ability to communicate in German and to have basic writing and reading skills is seen as a cornerstone of integration and equally important, of personal independence of migrant women. Thus, the AIDA aims to widen the scope for agency of migrant women (e.g. being able to go shopping independently, to deal with authorities, etc.), in addition to support migrant women's agency and independence in the context of their immediate social context (neighbours, shopkeepers, officials etc.) AIDA also aims to strengthen women's independence in their own families (e.g. to reduce/ remove reliance on husbands or children as interpreters).

'Userfriendliness' of service: AIDA aims to adapt courses to the individual needs of migrant women, both in terms of content and in terms of organization. Courses take place during daytime as well as in early afternoons and in the evening. By so doing, AIDA responds to different time use characteristics of their clients and the different backgrounds of course participants (e.g. employees, (single) mothers, working mothers, women who came in the framework of family reunion, etc.). A kindergarten has been in planning for several years but for lack of funding has not materialized so far.

Results/Outcome of service:

Since its establishment in 1992, AIDA has offered language training and alphabetisation courses to a large number of migrant women. AIDA also experimented with special courses (integration, theatre, German for health purposes). However, there was not much demand for such specialized courses. The lesson learnt was that specialized topics have to be part of German courses according to the needs and interests of course participants whereas women were not ready to pay for courses which they did not see as being in their interest. Similarly, "integration" is a result of language courses and the courses should be seen as a tool to facilitate integration.

Methods of evaluation used:

The staff at AIDA meets regularly to discuss upcoming problems and possible improvements. Since it understands itself as flexible learning institution where the "success" of course participation is very much defined in relation to the participant's personal and social situation, monitoring of participant's progress through the setting of targets for each course unit is not considered important. Similarly, discontinuing courses/not continuing with other courses is not necessarily seen as a failure since this often greatly depends on migrant women's ability to find time to engage in language learning.

Difficulties, obstacles, problems encountered:

In general, AIDA is a well established institution which is by and large able to raise the necessary funds for its core activities. To some degree, however, funding is a problem, especially in regard to offering additional services (Kindergarten, crèches) for migrant women.

Assessment

Offering targeted language training services for migrant women ensures that courses are offered that are – both in terms of content and in terms of organization – addressing the specific needs of migrant women. In terms of content, women's special situation is addressed by training language skills in regard to specific activities and issues relevant to women (child care, school education, health, daily routines such as shopping etc.). The flexibility in regard to the outcomes of language training may be particularly helpful for migrant women who cannot commit a lot of time and effort into language training but are willing to participate and accomplish a course and who nevertheless are recognized for their efforts, despite slow progress.

Moreover AIDA's wide-ranging offer is imbedded in a comprehensive philosophy which results in the effort of carefully designed courses and activities in this regard.

ECAP, Basel

<http://www.ecap.ch/Basel/>

Basic Information on the Programme/Organisation

- *Name:* ECAP (originates from Italian trade union at the beginning of the 1970s, since 1984 a non-profit foundation according to Swiss law)
- *Regional Base:* Basel, Switzerland. But ECAP is active in 6 cantons: Basel, Zurich, Solothurn, Aargau, Tessin and Luzern.

Basic Information on Implementing Organisation

- *Name and/or position of persons interviewed:* Ms. Paolo Gallo (head of ECAP Basel), Ms. Bernadette Schröder (coordinator of the integration courses – ECAP Basel)
- *Aim and objective:* Targeted education measures and research activities on national level serve to promote and support the social and occupational integration of migrants of all nationalities
- *Funding Structure of the Organisation:*
 - o Contributions of Swiss public institutions
 - o Contributions of institutions from countries of origin of the migrants
 - o Course fees
 - o Income out of sale of books and didactical material

The canton and the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*)/Federal Office for Migration – FOM (*Bundesamt für Migration – BFM*)¹⁹⁰, the employment agency as well as the cantons are co-funding specific projects and programmes.

Topics covered by the organisation:

Based on solidarity and the right to education, the promotion of education of younger and older adults, especially migrants and less qualified employees in Switzerland

Description of the programme/organisation

Main objectives: - to learn to master (better) linguistically everyday life situations

- basic vocabulary, acquire or extend language knowledge
- to learn to orientate in Basel and in the region
- to inform about political, economical and cultural structures and their origin
- more specific objectives in the labour market related courses

Services offered: ECAP's offers are adapted to the special needs and realities of the participants and allow also education unaccustomed persons access to continuing education. The courses can basically be divided in the following groups:

- Integration courses in quarters (see details below)
- Intensive German courses: mostly financed by the the employment agency and social welfare, 322 lessons in 14 weeks, 6 hours per day
- German courses

¹⁹⁰ financed in the framework of the Confederation's integration promotion programme.

- Occupational-related German courses
- Advanced German courses (medium level)
- Pronunciation and conversation
- Alphabetisation
- Computer/informatics courses

Teaching Methods used: based on current methodological and didactical findings, test at the beginning and at the end of course to evaluate progress made. The foundation ECAP is “eduqua” (for continuing adult education) certified since December 2000.

Scope of the activities: National and Regional (Canton Basel). ECAP is active in 6 Cantons: Basel, Zurich, Solothurn, Aargau, Tessin and Luzern.

Target Groups

Migrants, often in particular persons who have neglected language acquisition at the beginning of their arrival in Switzerland, and less qualified employees

Accessibility of services

Public Relations/information work to reach target group: ECAP has a webpage with detailed information on the foundation and its offers.

<h2>Integration courses in the quarters (“<i>Integrationskurs im Quartier</i>”)</h2>

http://www.ecap.ch/Basel/Bildung_integration.htm

The integration course in the quarters, existing since 2001, offers German and integration courses for newcomers in different quarters and neighbourhoods including site-visits.

Basic Information on the Project/Programme

- *Name:* integration courses in the quarters (“*Integrationskurs im Quartier*”)
- *Regional Base:* Basel, Switzerland
- *Implementing Organisation:* ECAP
- *Geographical Scope:* Canton Basel

Basic Information on Implementing Organisation (see above)

- *Name and/or position of persons interviewed* (see above)
- *Funding structure:* The canton - 1/4 - and the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*)/Federal Office for Migration – FOM (*Bundesamt für Migration – BFM*)¹⁹¹ – 2/4 - are co-funding this specific project. The remaining ¼ is financed by the participants.

¹⁹¹ financed in the framework of the Confederation’s integration promotion programme.

Topics covered by the organisation:

The main content of the course is German language training and vocational orientation for newcomers/migrants. A second aspect covered by the courses is useful information relevant for the course participants and their integration efforts.

Short description of the project

Integration concept: was developed by Felix Leimgruber and a pedagogue Barbara Krieg and tested in a pilot project first which arouse considerable interest and demands.

Main objectives: - newcomers should learn German as quickly as possible after arrival at low costs

- to learn to master better (linguistically) everyday life situations
- basic vocabulary, acquire or extend language knowledge
- verbal communication
- meet people and organisation of one's own quarter
- to learn to orientate in Basel and in the region

Services offered: different modules, all in all 180 lessons

- German intensive: provides oral and written basic knowledge and enables communication in everyday life, the continuation of learning after the course is planned (135 lessons)
- Vocational orientation: information about occupational education and further training in Switzerland, development of perspectives in occupational integration (for instance information about Swiss school system, recognition of diplomas, visit of employment information and counselling, writing of CV, depending on language level sometimes application letters)
- Life in the quarter: getting to know the residential quarter and its public institutions, aspects of Swiss everyday culture, information about life in Switzerland, site visits, e.g. police, foreigner counselling, library, quarter tour

German language training (learning and improvement), but also meeting people of the quarter and learning how to apply knowledge in everyday life. Providing information in order to find one's way around in the quarter and to be able to use the infrastructure.

Number of Participants: 10-14 participants

Costs per participant: from 540,- to 1350,- CHF, depending on income (the actual cost of such a course represents 3500 CHF)

Duration of course: 15 weeks, 180 lessons, Mo-Tue in the mornings

Teaching Methods used: 2 course instructors which alternate work in each of the 3 quarters. It is aimed at dividing migrants by level of education, possible German knowledge but also according to language of origin or foreign language spoken respectively, amongst the different courses. The special aspect of ECAP's courses are the use of mediators for parts of the course. About 10 mediators, which are trained by HEKS (the Relief Organization of the Evangelic Churches in Switzerland) and speaking different languages, are at disposal for the courses and share also their migration history.

Teaching material: „Deutsch in der Schweiz“ (German in Switzerland), course folders with complementary materials; the teaching material including CDs costs 150 CHF.

Follow-up courses are provided which tend more towards pure German courses

Scope of the activities: Regional (Canton Basel). (the concept of these integration courses have been taken over by other regional offices of ECAP)

Target Group

Adult migrants of different origins and mother tongue, who are not yet for a long time in Switzerland

- live in Canton Basel-city
- have no or little German knowledge, but at least 6 years of school education (due to the high motivation of participants the progression of the course is rather fast)
- are not employed yet, but plan the entry in work life

Accessibility of services

Geographical accessibility/ location: The courses take place in the 3 different quarter centres in the mornings.

Public Relations/information work to reach target group: ECAP has a webpage with basic information on the foundation and its course programme. In addition, it distributes multilingual information leaflets with this course programme to key institutions (counselling institutions dealing with migrants, etc.) as well as sends them (in 8 languages) in cooperation with the resident authorities personally to the newcomers.

Empowerment of service: The ability to communicate in German as essential tool to integration is targeted in regard to solving everyday life language problems. Improved self-confidence, independence and orientation is one of the outputs. The course aims at helping newcomers in this first phase of arrival in Switzerland, to develop basic strategies to cope with life as well as facilitating their increased autonomy.

‘Userfriendliness’ of service: The course aims to adapt courses to the needs of this category of migrants, both in terms of content and in terms of organization. The idea is to offer rather quickly a German course for newcomers for a sensible price.

Results/Outcome of service: The location of the courses also promotes contacts, between participants but also to the Swiss population. Migrants who almost speak no German at the beginning of the course are able to communicate in everyday life conversations after the course. Contacts achieved during the course are considered to be helpful for the further integration. The link with vocational orientation represents an added value. Persons know after the course where to turn to when they have a certain problem.

Methods of evaluation used: The initial pilot project has been thoroughly evaluated and continuously developed further. Evaluations are being made. Reports are being sent to the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*).

Difficulties, obstacles, problems encountered: Occasionally psychological problems of the participants can represent a problem.

Assessment

This project is tackling integration from a very pragmatic approach and designed especially for its target group of newly arrived migrants, often which have very specific needs. The mixture of a focus on communication skills and handling of every day life situations as well direct information and contact with relevant institutions through visits helps orientation and overcoming inhibitions and therefore eases handling of challenges of a new life in Switzerland. Additionally the mixture of language training and vocational orientation is a very advantageous approach. The use of mediators, based on a sophisticated integration concept, represents a special and innovative feature.

K5 , course centre for people of 5 continents („Kurszentrum für Menschen aus fünf Kontinenten“), Basel

<http://www.k5kurszentrum.ch>

Basic Information on the Programme/Organisation

- *Name:* „K5 - Kurszentrum für Menschen aus fünf Kontinenten“, K5 course centre, course centre for people of 5 continents (*K5, Kurszentrum, Kurszentrum für Menschen aus fünf Kontinenten*), non-profit association existing for 25 years
- *Regional Base:* Basel, Switzerland

Basic Information on Implementing Organisation

- *Name and/or position of persons interviewed:* Ms. Lee Meixner (programme manager, head of German courses for women and the courses in the quarters, responsible for the in-house day nursery and for ordered courses – similar to the integration courses - in the Land municipalities), Mr. Martin Streckeisen (programme manager, head of the German courses for everyday life and employment, German Intensive), Christine Teuteberg (teacher and project manager of the project “German and integration in the quarter”) and Ms. Annette Wettstein (project manager of the course “occupational restart in sale”)
- *Aim and objective:* support and promote actively migrants in the region of Basel in their integration efforts, in particular their independence and initiative as a base for social integration
- *Set-up:* In 2003, the K5 had 80 staff members of which 18 were permanent employees
- *Funding Structure of the Organisation:* annual turnover of 2,6 millions CHF in 2003.

Support organisations build the base of the institution and assist it ideally and financially. High rate of self-financing is aimed at through the selling of their services. Membership fees as well as donations from institutions, private persons and ecclesiastical circles, allow the support of financially disadvantaged migrants.

The canton and the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*)/Federal Office for Migration – FOM (*Bundesamt für Migration – BFM*)¹⁹² are co-funding specific projects and programmes. The project “occupational restart in sale” is financed by a service agreement with the employment agency.

Topics covered by the organisation:

The courses offer mainly German language training. The course programme is divided up in 4 groups:

- German in everyday life and in the job
- German for women
- German in the quarter (see detailed description below)
- Labour market integration

¹⁹² financed in the framework of the Confederation’s integration promotion programme.

Description of the programme/organisation

K5 is specialised in German language teaching for migrants. The concept of K5 aims at going beyond grammar and orthography by taking into account that language is always linked to a certain social environment. Therefore the necessary information to get acquainted and comfortable with the region is included in the course offers. K5 defines itself not only as a centre for adult education but also as a meeting centre, which also carries out cultural events, provides space for intercultural exchange as well contacts between organisations and private persons.

Translators are available if necessary. Support concerning access to the labour market is provided as well. Professional child care is provided, in order for the participants to be able to attend and learn in peace, but at the same time aiming at a comprehensive linguistic and social integration as well as health care and comprehensive development of the children.

Integration concept: Integration is a social process, in which the local population and the migrants accept each other respecting the different cultural identities.

Main objectives: - to learn to master (better) linguistically everyday life situations

- basic vocabulary, acquire or extend language knowledge
- to learn to orientate in Basel and in the region
- to inform about political, economical and cultural structures and their origin
- more specific objectives in the labour market related courses

Services offered: Among the variety of courses offered based on the division in 4 groups outlined above:

- German for women: Mo-Thu German language training and on Fri lecture called “living in Switzerland” covering basic information about culture, geography, history, city tours, health care and counselling, with a translator. Generally; subjects are dealt with which are especially interesting for women.
- German courses for everyday life and employment: low language level offer, adapted for migrants with not much experience in learning, A1-A3 (Council of Europe Common European Framework of Reference). Generally German as a foreign language including learning objectives and how to learn, social issues, one optional subject and job-seeking (application letters, getting to know the job market, writing CVs, search for employment – more the technique than individual help). The content of the language programmes are flexible and are adapted according to the levels of the classes. There is the possibility to choose optional subjects such as conversation, gymnastics, more artistic courses like ceramics etc.
- Occupational restart in sale (labour market integration): The initial goal of this course (which was initially developed and carried out by the trade union) was to facilitate female migrants and Swiss nationals the re-entry into the work life after pregnancy. K5 which carrying out these courses for at least 10 years, is targeting to enable migrant women to have a career in employment, in particular an improved professional qualification. The objective is not only integration into the labour market but at the same time enable career advancement. Non-verbal communication is also included in the teaching. Part of the course is also an internship. The branch office issues a certificate at the end of the internship and a personal review, which if positive can be used to find job offers for individual women.

German language training (learning and improvement), learning how to apply knowledge in everyday life, conversation groups but also meeting events.

Number of Participants: The average number of participants is about 12-14. 10 classes with 117 participants, 6 classes with 73 participants. Drop-outs are generally very limited, and based on serious reasons like illness, overload, important reasons which hinder them to integrate in the group.

Costs per participant: differs according to the different offers but generally income-dependent price reductions are possible, e.g.

- German for women: the course fees are income-related (can be reduced by up to 1/3) and can be paid by instalments
 - German course/alphabetisation course, 20 weeks, 200 lessons, max. of 2800 CHF
 - Information on life in Switzerland, 20 weeks, 50 lessons, max. of 700 CHF
- German courses for everyday life and employment:
 - German intensive, 14 weeks, 280 lessons: maximum of 3900 CHF
 - German and job-seeking, 7 weeks, 42 lessons: maximum of 600 CHF
- Occupational restart in sale: Is financed 100% by the employment agency. If someone wants to attend privately the actual costs represent 1500 CHF. The costs can be reduced by half, but the person has to be willing to work one month for free.

Duration of course: see above

- German courses for women: 5 weeks, 10-12,5 hours/week
- German courses for everyday life and employment: 14 weeks, 23 hours/week, 3 times a week
- Occupational restart in sale: 3 times a year, 5 weeks (including a full-time internship) – 1 week of theory course, 4 weeks internship (including one course day per week) – 9 course days of 7 hours each. There is also the possibility for part-time internships for women who can work less because of family obligations and children

Teaching Methods used: A language assessment test is made on the first day. It is aimed at dividing up migrants by level of education and German knowledge. A final test is made as well to be able to assess the progress made and statistically record it. Concerning the German classes for women, one class is taught alternately by two teachers, like the participants can experience two teaching personalities.

Teaching material: among others „*Deutsch für den Alltag*“ (German for everyday life), teaching material for women

The occupational restart in sale course has course instructors which are experts coming from the sale. Important subjects are communication, the contact with the clients (8 hours per course), checkout training, presentation of goods, stress prevention, application training and first hand experience on the work and work conditions. Furthermore a jurist informs about rights and duties on the labour market.

Follow-ups: It is planned to create „learning partnerships“ following up, which learn together and are once a week supervised by a teacher. Conversation courses are offered as well but with irregular attendance rates.

Scope of the activities: Regional (Canton Basel).

Target Groups

- German for women: especially targeted are women with children, duration of stay in Switzerland differs, but newcomers are more referred to the courses in the quarters (see below)
- German courses for everyday life and employment: participants are mostly sent by the employment agencies (therefore a certain obligation to attend) - 1/3 private, 1/3 welfare, 1/3 employment agencies. Most of them reside already for some time in Switzerland.

- **Occupational restart in sale:** The majority of the participants are women which have been referred to by the employment agency. The target group are unemployed with or without experience in the sales, which want to enter or re-enter the work of sales. Pre-condition is that they understand at least Swiss German and are able to communicate in standard German. 90% of the women in the course are migrants, who want to improve their professional qualification. The remaining 10% are Swiss or German nationals who had stopped working and want to re-enter work life. The age varies between 19 and about 50 years. (Sales can also be practiced part-time, that is why it is an interesting field of work for elderly women and women with children.

The employment agency has a pool of possible course participants and the project manager selects the participants after a phone and a personal conversation. Criteria of selection are language, health, the ability to work on Saturdays and flexibility.

Accessibility of services

Geographical accessibility/ location: The German course for women are offered in the mornings, since especially women with children are targeted and they therefore shall have enough time to bring their children to school etc. The current course locations are in the course centre in Basel but also in some quarters (see below) as well as occasionally in Land municipalities.

Public Relations/information work to reach target group: K5 has a webpage with basic information on the school and its course programme. In addition, it distributes multilingual information leaflets with this course programme to key institutions (counselling institutions dealing with migrants, etc.). For some of the courses, the employment agency informs the participants. But information about K5 is also provided by counselling offices and private mouth-to-mouth advertising. Participants tend to come back and attend several courses.

Empowerment of service: Women develop through the courses and come out differently. The ability to communicate in German and the language knowledge has increased but they are also more “interethnically” linked. The created social contacts are considered important. They dare more, are more self-confident and generally isolation is reduced. This change is difficult to measure but visible according to the project managers. Similar observations can be made regarding the children. Considerable direct and indirect co-determination between teachers and participants is taking place.

The course occupational restart in sale in particular also deals with subjects such as self-perception and self-confidence. Since as a saleswoman working with clients is essential, the promotion of self-confidence is considered important.

‘Userfriendliness’ of service: The course centre aims to adapt courses to the needs of the different categories of migrants, both in terms of content and in terms of organization. Professional childcare can be provided in a day nursery. The costs of some of the courses are income dependent.

Results/Outcome of service: There is positive development observed between the women. The participants often regret to not be able to attend more courses. The first outcome is of course the language acquisition, but especially regarding the women, it is always also a matter of information, where to turn to in the need for help, but also the social contacts between foreigners of different origins which is considered important. Communication between different ethnicities is improved, also with the help of a mediator in case of problems.

It is therefore more than German language training. The practical outcomes vary according to the specific courses.

1/4 to 1/5 of the participants attend a further course of K5.

Methods of evaluation used: Evaluations are always made after a course also by the participants themselves, in order to analyse which courses are well received. This evaluation influences the following courses. Interim evaluations are also made in the middle of the course. Participants are often questioned about the main focus to be taken. Often the contents are adapted accordingly. Especially the “living in Switzerland” lecture has been evaluated and the optional subjects.

Difficulties, obstacles, problems encountered: Bureaucratic process can occasionally be a complicated factor regarding costs, donors and the consent for further research. For some courses a certain development of routine can occur. The funding for follow-up courses and measures is rather difficult.

Concerning the occupational restart in sales course, there are more interested persons than courses. But since the job opportunities in the sales have deteriorated, more courses are not offered. 2-3 years ago the placement rate was at 50-60% after the courses, in the last two years the rate decreased to 25% in the last two years. Before a change of situation concerning vacancies, not more courses will be offered. A further difficulty of the course is the increase of costs for “private” participants due to the extension of the internship from one week (600 CHF course costs) to four weeks (1500 CHF). Not many persons are willing or able to work one month for free also getting a reduction by half. A solution considered would be two different courses, one with a short internship, one with a long one.

Assessment

The K5 course centre deals with issues on education of migrants and offers a broad range of German courses, which methodology and content strives to be in line with the needs of the participants. The comprehensive and yet very specified offer of the K5 course centre targets a variety of needs of migrants in the broader field of language acquisition in combination with integration issues including orientation and the labour market. K5 promotes language, social and occupational competences of migrants. The work of K5 includes also innovative co-operations with the employment agencies. The long-term existence of the offer did not harm the commitment and dedication of teachers and project and programme managers. Besides promotion of language knowledge, great importance is attached to the acquisition of socio-cultural knowledge and competences. More insight into individual course designs and their impact are exemplified by the following description of one specific course offer:

Project „German and Integration in the Quarter“ („Deutsch und Integration im Quartier“)
--

http://www.k5kurszentrum.ch/set_kurse1.php?s=kurs3.html&r=3&a=1

The programme „*Deutsch und Integration im Quartier*“ (German and Integration in the Quarter) offers German and integration courses for female newcomers in different quarters and neighbourhoods including site-visits.

Basic Information on the Project/Programme

- *Name:* „*Deutsch und Integration im Quartier*“ (German and Integration in the Quarter)
- *Regional Base:* Basel, Switzerland

- *Implementing Organisation*: K5 course centre, course centre for people of 5 continents (*K5, Kurszentrum, Kurszentrum für Menschen aus fünf Kontinenten*), non-profit association
- *Geographical Scope*: Canton Basel

Basic Information on Implementing Organisation (see above)

- *Name and/or position of persons interviewed*: Christine Teuteberg, project manager of the project and teacher
- *Funding structure*: The canton and the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*)/Federal Office for Migration – FOM (*Bundesamt für Migration – BFM*)¹⁹³ are co-funding this specific project.

Topics covered by the organisation:

The main content of the course is German language training. A second aspect covered by the courses is useful information relevant for the course participants and their integration efforts.

Short description of the project

Main objectives: - to learn to master (better) linguistically everyday life situations

- basic vocabulary, acquire or extend language knowledge
- verbal communication
- meet people and organisation of one's own quarter
- to learn to orientate in Basel and in the region

Based on the Integration Model ("*Integrationsleitbild*") of the Canton, linguistic integration as fast as possible is targeted.

Services offered: German language training (learning and improvement), but also meeting people of the quarter and learning how to apply knowledge in everyday life. Providing information in order to find one's way around in the quarter and to be able to use the infrastructure.

Number of Participants: The number of participants is limited in principle to a maximum of 12, number of participants per course vary between 10 to 14.

Very low drop-out rates: of 3 parallel courses with about 36 participants, between 1-4 are dropping out.

Costs per participant: CHF 350 – 1260,- depending on income

Duration of course: 14 weeks, 168 lessons, Monday-Thursday mornings. There are 3 parallel courses, two times a year.

Teaching Methods used: It is a "low-level" language training. The course consists of two modules: German in the quarter (module 1) and integration in the quarter (module 2), which are closed course units and can be attended separately. Apart from language training, a broad range of offers are included, such as visits of institutions like women hospitals, libraries, museums, the post office, police, counselling institutions and offices, family centres etc. (also together with German native speaking women). It is aimed at being not theoretical but applied in practice. It is discussed in the first weeks of the course what the participants themselves would like to see and get to know. Grammatical application of the German language is less the focus, than more facilitation of communication. It is aimed at dividing migrants by level of education and German knowledge amongst the different courses.

¹⁹³ financed in the framework of the Confederation's integration promotion programme.

Scope of the activities: Regional (Canton Basel).

Target Group

Target groups are female migrants who are newcomers (not living longer than one year in Basel), the main focus being women with children or who want to have some in the near future, and with “low-level” language knowledge. Illiterates are referred to other language courses or schools. The participants are between 18 and 55 years old. Women under the age of 18 are tried to be placed in integration courses for young people.

Accessibility of services

Geographical accessibility/ location: The course is offered in the mornings. The current course locations are in 3 quarters: Gundeli, Kleinbasel und St. Johann.

However, the project has changed over the time, it is less quarter oriented than before, the focus is now on Basel as a whole.

Public Relations/information work to reach target group: K5 has a webpage with basic information on the school and its course programme. In addition, it distributes multilingual information leaflets with this course programme to key institutions (counselling institutions dealing with migrants, etc.) as well as write and sends them personally to newly arrived women. Half of the course participants come to the course because of the leaflets and half because they heard about it in their social environment.

Empowerment of service: The ability to communicate in German as essential tool to integration is targeted in regard to solving everyday life language problems (for instance shopping). Many women, who already have a basic knowledge of the German language, come to improve their verbal skills beyond their written knowledge. Dealing with the subject of integration produces much interest. It is important that participating women also have the possibility to express themselves and speak out in case of problems and loose their fear concerning the police or other institutions. Equally important is it that migrant women who arrive with little children, get out of their isolation and are not put off until their children are old enough in order for mothers to be able to attend courses.

‘Userfriendliness’ of service: The course aims to adapt courses to the needs of this category of migrant women, both in terms of content and in terms of organization. The offer is deliberately focused on “low-level” language training because it is considered that the offer of language school for qualified migrant women is sufficient. Professional childcare can be provided in a day nursery upon request, therefore women with babies can attend the course as well. The costs of the course are relatively low priced and income dependent.

Results/Outcome of service: Women who almost speak no German at the beginning of the course are able to communicate in everyday life conversations after three months of course. Contacts achieved during the course are considered to be helpful for the further integration.

At the end of each course there is an individual talk with each participant about possible further follow-up advanced courses taking into consideration financial and time factors. After the end of courses in January 2004, one third of the participants have attended a German language course for women, an offer of K5 which is more expensive.

Methods of evaluation used: The initial pilot project has been thoroughly evaluated and continuously developed further.

After each visit, a small evaluation with the participants is being discussed. Additionally in the middle and at the end of the project there are verbal and written evaluations with the participants including a personal assessment of their own verbal skills. Final Reports are being sent to the Federal Commission for Foreigners - FCF (*Eidgenössische Ausländerkommission – EKA*) and to the economy and social department of Basel-city.

Difficulties, obstacles, problems encountered: Usually enough places in the courses are available, but occasionally capacity problems occur. In this case, women are being referred to another project in Basel “Women in the park” (“*Frauen im Park*”).

The most frequent reasons for (generally very low) drop-outs are illness or pregnancy.

The bureaucratic administrative process of the different course costs depending on incomes is rather complicated and laborious.

Assessment

This project as well similar ones existing is tackling integration from a very pragmatic approach and designed especially for its target group of newly arrived female migrants, often with children, which have very specific needs. The mixture of a focus on verbal skills and handling of every day life situations as well direct information and contact with relevant institutions through visits helps orientation and overcoming inhibitions and therefore eases handling of challenges of a new life in Switzerland.

Pilot Project “German intensive” („*Deutsch intensiv*“), Berne

The programme *Deutsch Intensiv* (Intensiv German) is a special language programme targeting recognized refugees. Participation is partly mandatory for recognized refugees in the canton. As a pilot project, the programme’s duration is two years, with an option for prolongation, after evaluation. The project was launched in February 2004. The project starts from the observation that recognized refugees often do not master German sufficiently to be able to communicate in daily life, despite initial subsidize language training and language allowance (“*Sprachpauschale*”), because initial training often does not take into account the level of language proficiency of refugees, does not take into account differences of general learning skills and capabilities among refugees, or the refugee can – for health or other reasons – not follow the course in an appropriate manner, language providers do not optimally cooperate with social workers, while the transition from asylum seeker status to refugee status would often not mean that behavioural patterns acquired during the asylum state change. The project is coordinated by an association of four NGOs in Bern (integrationBE), - Caritas, the Swiss Red Cross (SRK), the Swiss Worker Relief Organization (*Schweizer Arbeiterhilfswerk*, SAH) and the Relief Organization of the Evangelical Churches in Switzerland (*Hilfswerk evangelischer Kirchen in der Schweiz*, HEKS).

Basic information on the project

- *Name:* *Deutsch Intensiv* (German, Intensiv)
- *Regional Base:* Bern, Canton Bern, Switzerland.
- *Implementing organisation:* integrationBE, association of four NGOs formed by in Bern. The main implementing partner is the Relief Organization of the Evangelic Churches in Switzerland (HEKS).
- *Geographical scope of the project:* Currently, the project is limited to the German speaking parts of the canton. An extension to the French speaking parts of the canton is planned.
- *Funding structure of the project:* The main implementing partner, HEKS is funded by integrationBE, which in turn receives additional funding from the cantonal administration. Finally, the Federal Office for Migration’s current policy is to directly transfer the language allowance (“*Sprachenpauschale*”) of CHF 3000.- (EUR 1,942) for each recognized refugees to integrationsBe.

Basic information on implementing organisations

Name and/or position of persons interviewed: Susann Schläppi (project coordinator), Anna Lehmann Bardakci, Language Trainer, another language trainer who does language assessments, course participants of modules 1 and 2.

Project set-up: The project is mainly managed by two project officers (including the coordinator), a steering group composed of the project coordinator and the four component NGOs of integrationBE overseas the implementation of the project, while an advisory board consisting of, among others, social workers and a refugee service representative is meant as the main forum to clarify practical issues of implementation. The number of language trainers varies.

Topics covered by the project

The main content of the courses is language training, and where needed, alphabetisation. A general orientation of refugees (“life in Switzerland”) forms part of the coursework.

Short description of the project

Main objectives: The main objectives of the project “Deutsch *Intensiv*” is to help recognized refugees acquire a reasonable level of German language proficiency – in writing and orally – within a relatively short period and adapted to the individual situation of refugees. Language skills are individually assessed so that different focuses can be set with regard to individual refugees (“correct” communication vs. acquisition of general basic communication skills, etc.). Particular emphasis is laid on helping refugees to re-establish normal daily and weekly routines and thus to regain a “normal” motivation to plan and engage in activities. This is found the more important, since refugees are trapped in a state of limbo during often lengthy asylum procedures which has a potential negative long-term impact on their motivation, their commitment to tasks and activities and their capability to adapt in general.

Services offered: The project is divided in 7 modules. In the mandatory module 1, existing language knowledge and general learning skills are assessed, and “learning biographies” established. Participants are advised on future steps and the most appropriate follow-up modules to be attended, formalized in an agreement between the refugee and his/her advisor. Module 1 serves to alphabetise analphabetic participants, while objective of the remaining modules is that refugees reach different language levels (A1 – C2). Throughout the courses, language trainers are in close contact with social workers to be able to adapt individual supervision and training to the individual social situation of the refugee. The implementation of the agreement, in which the most adequate courses are recommended, lies in the responsibility of the social worker.

Teaching/training methods used: All modules are organised in courses which take place two to three times the week. Participation in the initial module (4 – 8 lessons) is obligatory for recognized refugees in the canton. The introduction of a bonus/malus system (financial incentives/disincentives) is currently discussed. All decisions (which courses to attend, etc.) are made by language trainers together with the refugees.

Number of participants: relatively small groups of 6 to 15 participants

Costs per participant: CHF 700 (EUR 453) per module of 8-11 weeks. Costs are covered by the language allowance for recognized refugees of about CHF 3000 (about EUR 1,942). The language allowance theoretically covers up to 4 modules.

Total Budget: CHF 243,808 (EUR 157,861).

Duration of course modules: 8 to 11 weeks per module. In the initial module which assesses the learning skills, learning habits and learning capabilities of refugees as well as their existing language skills, the length of participation varies according to the individual circumstances (on average 3 weeks).

Target group

The target group of the project are all recently recognized refugees in the German speaking areas of the canton. Currently, there are a total of about 110 to 120 recently recognized refugees against some 200 when the project started.

Accessibility of services:

The location of the courses varies. Courses are set at specific times at specific locations, normally easy to reach. Registrations for the courses are centrally collected at the HEKS Deutsch *Intensiv* Secretariat in Bern.

“Empowerment” of services:

Language knowledge is seen as a key to integration. Through language, but also through the topics discussed during the courses, refugees acquire basic skills that should enable them to act independently in their daily lives. Finally, the courses should also address more fundamental problems of adaptation refugees have after often lengthy asylum procedures, namely to establish daily routines, to define tasks and to meet deadlines, and to keep appointments.

“User-friendliness” of services:

The possible limitations for refugees, especially female refugees, of regularly attending the course (but also pedagogical aspects) were taken into account when limiting the course frequency to two and three times a week, respectively. Close cooperation with social workers as well as individual learning schedules mean that the individual situation of refugees is best taken into account. Throughout the language programme, clients' progress is monitored on an individual basis.

Results/outcome of services

The programme aims at providing differentiated and flexible training modules to a highly heterogeneous target group. An important element is the obligatory nature of the initial module. The obligation to attend is specifically meant to ensure the widest possible participation and to avoid selective participation/to reduce the barriers to participation and thus also to address the danger of social isolation and ghettoisation. At the end of the starter module, a formal agreement between the project coordination and the refugee is made on the aims and the nature of language training, comprising a detailed plan on the course modules to be attended. In addition to assessing the different language levels of refugees and learning skills – a crucial element of the whole concept -, the starter module also serves to efficiently allocate newly enrolled refugees to appropriate courses and thus to limit undue waiting periods between recognition and the start of language training. Since the number of recognitions may vary, a low threshold of the minimum number of participants is set, while the maximum number of participants is set at 15, to guarantee intensive supervision by language trainers. In general, the courses are designed to best group together participants with similar language levels and learning capabilities, to avoid feelings of frustration. However, the low number of participants also allows for a certain degree of internal differentiation within a group. Since refugees come with different levels of language knowledge and different learning behaviours, outcomes similarly vary. However, by continuously ongoing evaluation of course participants' progress, close collaboration with social workers and by flexible adaptation to upcoming problems, best possible progress is ensured at the individual level. The implementation of the agreement being the responsibility of the social workers, according to the experiences of one year is being implemented by the majority.

Method(s) of evaluation used:

The project is evaluated in three ways: first, enrolment for the courses and recent recognitions are compared, thus measuring the project's coverage; secondly, the level of language proficiency after and before the course is compared, measuring the progress of language acquisition. Finally, it is assessed which training offers the refugee chooses (in generally, 0-4 modules are possible, or external training offers that are covered by the language allowance) and to what extent these choices are covered by the agreement between the refugee and the project coordinator. Each course is also evaluated individually. Among the criteria used are language skills acquired, social contacts between course participants, attendance/absence rates, knowledge about Switzerland acquired, and the initial agreement between the refugee and the project coordinator is met. After the completion

of each module, the project coordinator, an additional project team member and the language trainer evaluate the course and implement suggested changes.

Difficulties, obstacles, problems experienced

Some problems occurred in regard to the cooperation between the project coordination, language trainers and social workers concerning the numbers of participants, which is currently being addressed. Initially, the large number of recent recognitions strained project resources and involved considerable workloads for individual language trainers. Finally, the heterogeneity of participants, the widespread lack of any language knowledge and the non-familiarity with foreign language teaching methods often is a challenge for language trainers, especially in the initial stages of language training.

Assessment by interviewer/observer

First and foremost, in the Swiss context actual experience with compulsory elements in introductory language courses are exceptional.

Language training for recognized refugees involves specific challenges. Refugees usually come from much more diverse backgrounds than do other types of migrants, while numbers are much smaller. Most important, refugees are often caught in a limbo during often lengthy asylum procedures during which both their status and their immediate and medium term future is in constant flux and insecure. At the same time, most channels of integration, most importantly the labour market, are sometimes closed to refugees until after their recognition. Thus, refugees often encounter much higher barriers to integration than do other migrants, which deeply affects patterns of language acquisition, while a lack of language knowledge aggravates the impact of other barriers to integration. Offering targeted language programmes for recognized refugees thus may be considered important in itself. The specific approach developed by Deutsch *Intensiv* seeks to address refugee's heterogeneity in a multiplicity of ways and thus allows to cater for individual needs in the best way, most importantly by taking into account not only different levels of language proficiency and different degrees of alphabetisation, but also differences in learning skills and learning biographies. The project thus offers an innovative approach to handle heterogeneous skill endowments, while keeping minimal targets for all participants and allowing better performing refugees to improve their language skills at higher levels, rather than to exempt them from the programme. In addition, the close collaboration with social workers ensures that the social context of the client is best taken into account, in particular when assessing the progress or lack of progress in regard to language proficiency of course participants. Finally, the specific rationale of the mandatory element and the lack of sanctions is aimed at setting incentives and to ensure the widest possible participation in language courses among the target group, and thus is based on a positive general aim rather than a principled stance, often involved in regard to mandatory programmes.

The methodology used by the project, and especially, the wide range of differentiated services offered to different subsections of the target groups (defined in terms of skill levels in a broad sense) in principle seems easy to transfer to other context. The project can also serve as a model in regard to setting aims and targets of language training, especially also in regard to mandatory programmes. Sophisticated language assessments at the start of the language trajectory prove to be successful and necessary. Making the concrete targets dependant on the base from where the language trainee starts, ensures best possible outcome for individual course participants and thus also allows enough flexibility to avoid overburdening clients with learning problems or, conversely, to frustrate overperforming course participants and, finally, also provides incentives for participants with relatively good language knowledge to acquire better language skills.

CAMARADA, Reception and Formation Centre for exiled women and their children (“*Centre d’accueil et de formation pour femmes exilées et leurs enfants*”), Geneva

<http://www.camarada.ch>

The centre Camarada is a women centre in Western Switzerland for female migrants. This project will be described in the following in the form as it existed until end of last year. Currently, the centre Camarada is facing a difficult financial situation with severe funding problems which resulted in the cut of personnel and consequently of the offers provided. Nevertheless, the centre Camarada was at the time when the interviews and sight visits for the study were conducted a very interesting practice in this field having a comprehensive offer of diverse activities.

Basic Information on the Project

- *Name:* Centre CAMARADA "*centre d'accueil et de formation pour femmes exilées et leurs enfants*" (Reception and Formation Centre for exiled women and their children)
- *Regional Base:* Geneva, Switzerland
- *Implementing Organisation:* Camarada (private non-profit association steered by a president and an advisory council of about 10 members). The association Camarada was created in 1982 as an association called AGER by the protestant social centre of Geneva, originally targeting especially Kurd women but now covering refugee women and their pre-school aged children. The name was changed about 3 years ago.
- *Geographical Scope:* Canton Geneva
- *Funding Structure of the Organisation:* Camarada receives funds from a variety of sources especially through the Federal Commission for Foreigners/Federal Office for Migration¹⁹⁴, the Canton and the Municipality. Since these sources do not cover actual costs, Camarada also raises funds from private donors.

Basic Information on Implementing Organisation

- *Name and/or position of persons interviewed:* Ms. Janine Moser, director of the centre; Ms. Shirin Dahan, teacher and two participants of courses
- *Set-up:* About 50 persons built the team of the Centre/association, about 30 of which were volunteers, but all with good qualification in adult education

Topics covered by the organisation:

The contents of the courses are very diverse covering aspects ranging from language training, including alphabetisation to sewing/tailoring and swimming (see below). Another aspect covered by the courses is “integration” in the form of useful information relevant for the social situation of course participants.

¹⁹⁴ financed in the framework of the Confederation’s integration promotion programme.

Short description of the organisation/the project

Aim: The support of the complex process of integration is aimed at through mutual learning between participants, teaching team, Swiss and foreigners of diverse origins. Integration is perceived as a process achieved through a multitude of elements including the mutual understanding of everyday life issues such as school, cleaning, kitchen etc. The centre aims to provide orientation indications. Exchange between different cultures and mentalities is an essential objective of the centre.

Services offered: The main topics of courses are language training and alphabetisation.

The special integration workshops, which existed besides the language and alphabetisation courses, covered the following topics: tailoring/sewing, serigraphy, handcraft, cooking, computer courses/informatics, gymnastic, swimming and health.

The Centre offered a variety of courses and workshops oriented on the women's needs. For instance a course on health issues was set up but then dropped because it did not correspond to needs of the participating women. The organisation of a swimming course was also oriented very much on the interests of the women and the attendance. The tailoring/sewing course is also regarded as important and further qualifications and competences which the participants can gain.

In the French language courses, practical orientation questions are treated as well but also broader issues such as nationalities and family. Subjects are treated with sensibility because of possible participants traumatised by war and violence.

Number of Participants: The centre receives about 750 women per year.

Costs: very low costs per course in general because a lot of work done by volunteers.

Duration: the courses are generally organised in trimesters.

Teaching Methods used: Flexibility is a high priority, switching between courses is taking place if one participant advances faster for instance. There is a lot of movement. Learning by repetition and of deepening of notions is being practiced as well. The centre Camarada has the certificate "eduqua" for adult education and has good qualified staff.

Scope of the activities: Regional (Canton Geneva).

Target Group

Camarada's target groups are exiled women and their pre-school aged children (with broad variety of backgrounds, education and needs). The overwhelming part of the participants originate of countries in conflict. Many of the women are traumatised by loss or separations from family members, physical, psychological, cultural, social and economic losses respectively by war and violence.

Accessibility of services

Geographical accessibility/ location:

The centre Camarada is located in the town of Geneva. Normally, all courses take place on its premises apart from occasionally some of the workshops.

Public Relations/ information work to reach target group:

The centre Camarada has a webpage with detailed information on its philosophy and offer. In addition, it cooperates with cantonal network (health, social, migrants, elementary education). Half of the participants also are informed about the Centre by mouth-to-mouth advertisement.

Empowerment of service:

The centre strives to promote the acquisition of new knowledge, giving those an improved self-esteem and revalorisation of their own knowledge and ability. The ability to communicate as an essential element for integration and personal independence of the women is essential. Thus, Camarada also aims to strengthen women's independence in their own families (e.g. to reduce/ remove reliance on husbands or children as interpreters).

`Userfriendliness` of service:

Camarada aims to adapt courses to the individual needs of exiled women, both in terms of content and in terms of organization.

A kindergarten and professional child care is provided for participants in the premises of the centre for children in the age of 0-5, also targeting language acquisition.

Results/Outcome of service:

Since its establishment, Camarada has offered language training and alphabetisation courses to a large number of migrant women. Similarly, "integration" is a result of language courses and the provided workshops seen as a tool to facilitate integration.

Difficulties, obstacles, problems encountered: In general, Camarada is a well established institution, however, based on the increased demand, space and funding is a problem.

Assessment

Camarada's wide-ranging offer is imbedded in a comprehensive philosophy which covers especially also activities through which the participants can enhance their knowledge and gain qualifications as well as improve their self-confidence. The mixture of language courses and these more practical workshops reveals as an interesting concept enthusiastically used by the target group.

5. POLICY RECOMMENDATIONS

This study aims at finally providing some policy recommendations on adaptation and further development of compulsory programs in order to better meet their initial intentions as well as identifying areas of integration measures that should be added to both compulsory and voluntary programs

Furthermore it aims at looking into the possible integration of experiences made in connection with voluntary programs into compulsory measures to improve their efficiency as well as - if applicable - defining areas where voluntary measures are assessed to better meet the requirements of integration.

5.1. GENERALLY APPLICABLE AND TRANSFERABLE POLICY RECOMMENDATIONS

1. Comprehensive approach to integration of newcomers:

Introductory integration courses for newcomers generally put a strong emphasis on language training. Considering the importance of language knowledge for successful integration, this is certainly important. However, introductory integration measures for newcomers should not solely focus on language acquisition, but go further including for instance knowledge on the society of the country respectively social orientation and if possible labour market orientation. Actually knowledge on social life in the country can be acquired and exercised through language training. The combination thereof is therefore suggested.

2. Relation between introductory programs for newcomers and general integration policy

Introductory integration courses for newcomers are an important element of integration policy. However, in order to be fully effective and truly sustainable, they should not remain isolated, but should be tied into a larger “integration landscape” and be part of a comprehensive, strategic integration policy. It is therefore important to establish close links between introductory and other measures. For one, this means to closely link further language training and the introductory language training elements. Furthermore, this also means to establish links between the introductory courses and other integration measures such as social counselling and vocational training and create a setting where introductory courses are intentionally and strategically flanked by other measures. Thirdly, this approach not only calls for links between the different state funded measures, but also between measures/projects by state and non-state actors.

However not only the further link to migrant specific offers such as further language courses and social counselling for immigrants, but also the link to migrant unspecific offers like the employment agencies, the schools or local associations plays an important role for the success of the programme.

3. Models of enhanced cooperation between governmental and non-governmental institutions

Regarding cooperations, programme managers generally suggested politicians and public authorities to seek more collaboration with NGOs and civil society organisations working in the field of migration and integration. This would provide more realistic information about the problems and needs of migrants and thus could help to design the courses to react to those needs.

4. Specific involvement of migrant organisations

Introductory integration measures should be based on the specific needs but also the resources and capacities of the immigrants. To create a course program that is as close as possible to the reality and needs of new immigrants, migrant organisations should be involved in the program design and – if possible – also in the implementation.

5. Courses for special target groups

Introductory integration courses can not be a one size fits all-offer. Different groups of immigrants have different needs and learning styles. This should be reflected in the course design (content as well as circumstances such as time, duration etc). It is therefore advisable to offer target group specific courses, e.g. for mothers, unemployed women, older immigrants, youngsters, migrants with different educational backgrounds, highly skilled professionals, people with more need for vocational training, fast learners, slow learners, employed/unemployed migrants (weekend courses, evening courses, courses during working hours – in cooperation with employers, etc.) or alphabetisation courses.

Taking into account what can be realistically achieved and practically implemented, it can be stated, that not each of the listed special groups is in need of a separate language course. Learners can be grouped in different courses accorded to their respective skills and needs (e.g. illiterates, beginner, advanced etc.): the more differentiated the classes are, the more successful the training will be. It has to be acknowledged though that a differentiation of the course offer in smaller towns and in the country side represents a real challenge. A system of different modules which could be combined in various ways according to the needs could also be an appropriate method in this regard.

6. Qualified personnel

Second-language tuition is a profession for which special training is required. Not every native speaker is capable of teaching his language to non-native speakers. To guarantee and enhance the efficiency of second-language tuition it would be advisable to provide this service by professional training institutions and by specifically trained teachers.

7. Quality insurance

It is sometimes not so much the character of the introductory programme – mandatory or voluntary – which is the most important element to consider but rather the quality of these programmes. When the provision of introductory programmes will be entirely left to the market – as foreseen in the Netherlands – a certification system needs to be developed and implemented in order to maintain a high quality and a professional approach.

If left to the free market completely, problematic areas should be considered and addressed accordingly such as costs, quality control, responsibility of the state etc. to achieve and keep professionalism in this area.

8. Outreach

The mandatory character of the introductory programmes seems to have the advantage that they reach out to specific target groups (especially women), who otherwise often would not have participated in introductory courses and who now have the opportunity to learn the language of the receiving society.

9. Special target group: Parents

Special attention for women with young children in the introductory programmes seems to have a positive impact on the younger generation. When parents speak the language of the country where their children will grow up, and when they have additional knowledge of the society they live in (e.g. of the educational system), this will contribute to the integration and educational position of immigrant youth. Therefore special attention should also be given to the effect of the training of so-called “educators”, e.g. mothers, and their respective influence on children’s education.

10. Transparency and information policy

Good information and communication politics about existing integration programmes and offers by officials are needed towards target groups as well as to a certain extent also for the general public. Indeed, information work on any kind of introductory courses is very important - also in this regard the influence and important position of migrants’ organisation has to be taken into consideration. (see above)

The programmes have to be understood as a low cost – if the financial burden to be carried by the participants is accordingly limited - possibility for ‘newcomers’ to enhance one’s own human capital. Public relations and prevention work aimed at pointing out to the newcomers the relevance of (early) language acquisition and the chance such a programme offers, can be advantageous.

11. Language learning as a long-term task

The set objectives have to be achievable with the provided programme and therefore should not be targeted too high. Realistic amount of hours to reach a certain level of language proficiency: flexibility in this regard would be preferable (the more the better), but generally there should be a scientifically proven link between target groups, language level to be achieved as well as offered numbers of hours of lessons, which therefore should not only be determined according to available budgets. Consequently, ideally the rapport between language requirements and the - due to budgetary restrictions - offered programmes should be based on an underlying (linguistic) scientific base.

12. Using common standards

Related to the above mentioned, in terms of comparability of outcomes but also as a benchmark regarding the link of integration requirements in field of language and the approximate needed amount of hours of lessons in the different countries – concerning language courses, the extent of hours should always be linked to a certain “frame” -, a common approach across Europe regarding language levels would be favourable. In this regard, the Common European Framework of Reference (Council of Europe) seems to be an adequate instrument and frame.

13. Course fees and simple administrative procedures

The costs for the courses should not represent an obstacle for migrants to learn the language, although some experts suggest that at least a small symbolic amount should be paid as it provides a valuable and motivating factor.

Administrative procedures especially regarding course fees should not be too complicated.

14. Accompanying measures

The importance of adequate side measures to create favourable circumstances to attend introductory programmes such as child care should not be neglected. They are especially important in reaching out

to target groups who might be prevented from attending courses otherwise. Additionally, language training/early training could be included in childcare offers.

15. Incentives

More incentives related to residence and naturalization¹⁹⁵ conditions (easier and faster access to permanent residence permits, reduction of waiting period for naturalization eligibility, accomplishment taken into account for quicker naturalization etc.) are suggested. With regard to the question of sanctions and incentives: programmes should be designed to be of a quality which makes them “an incentive by themselves”. This should also include the prospect of follow-ups, internships and other activities and more generally prospects beyond actual integration measures. In some cases financial incentives could also be used such as increased social allowances (if feasible according to the national social legislation) respectively reduction of social benefits in certain social systems in case of refusal of participation (based on thorough assessments of the underlying circumstances and possible valid reasons for non-attendance) or very low course fees for instance. A generally recognised language certificate can also be considered an additional incentive.

16. Follow-ups are needed

Related to the above mentioned, the course participant should have further available possibilities after the accomplishment of the programmes and know that there is “something beyond the horizon”, like social counselling or other programmes, also in view of sustainability of integration efforts.

17. Improving access to the labour market

Several course managers and instructors claim, that elements of job-qualification and orientation courses should be part of official integration programmes and measures.

Additionally and in a more general way, it was suggested by several course organisers that in order to improve the situation of migrants and especially newcomers in the labour market, standards for “intercultural openness” (*Interkulturelle Öffnung*) for institutions (e.g. employees with migrant background, etc.) could be established – integration as transversal task as outlined above.

Furthermore the regulations of acknowledging vocational qualifications and certificates acquired outside the EU should be improved. The current practices in this regard not only pose problems to the individual migrant and his/her integration efforts, but also constitute a waste of potential for the EU economy.

18. Two-sided process

Some experts suggest that the two-sided process of integration should be real and visible also on the national side when mandatory measures are set up, calling for improvement in regard to the openness of societies, equal opportunities, the right to work, political rights etc. as a means of motivation for the migrants.

¹⁹⁵ Although when language programmes are taken into consideration in naturalisation procedures and legislation, the average knowledge of the native population should be considered as benchmark and not more should be requested by the migrants.

19. Multilingualism

Another suggestion brought forward by programme managers, is that the political discussion should concentrate more on multilingualism. This would imply the valuation of existing language skills of migrants.

20. Evaluations

Evaluations of introductory programs are highly recommended (including the aspect of “quality insurance”) - both, evaluations foreseen by the law in regard to the results of programmes as well as evaluations driven by a more scientific interest in the process, dynamics and outcomes of certain measures or broad-scale studies or panels covering, e.g., in how far integration into the labour market has indeed taken place should be pursued.

Monitoring of the results of the integration courses should not be limited to the numbers of participants that have accomplished the course, but include achieved language and other skills.

21. Integration of newcomers and beyond

Integration of newcomers is an important task. A well designed and implemented system of introductory integration measures will prevent future problems stemming from lack of integration. However, aside from introductory programs, attention also needs to be paid to the integration of those who have lived in a particular country for a number of years but might still have integration needs.

22. Mandatory or voluntary?

- Compared to some of the obligatory courses, most of the voluntary measures meet many of the above criteria. Thus many voluntary measures and the relevant gained expertise could be taken as example for improvements in compulsory introductory programmes.
- There have been good experiences with volunteering programmes (both by migrants as well as by the receiving society) which should be considered, further pursued and incorporated were possible in integration programmes.
- If measures are compulsory, they have to meet certain standards, and must comply with migrants’ needs: it’s all about quality standards;
 - Regarding the comparison of compulsory and voluntary measures: generally, the quality of integration measures should not depend on the question of voluntariness or compulsion, it’s about the quality. One could consider core areas that should be compulsory, and side measures which could be voluntary.

LITERATURE

AWO Nürnberg (2004): Informationsmappe zum interkulturellen Training (InkuTra) des Sachbereichs Migration der Arbeiterwohlfahrt Nürnberg. Nürnberg.

Beauftragte der Bundesregierung für Ausländerfragen (2002): Bericht der Beauftragten der Bundesregierung für Ausländerfragen über die Lage der Ausländer in der Bundesrepublik Deutschland. Berlin. source: www.integrationsbeauftragte.de.

Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration (2004): Das neue Zuwanderungsgesetz: Eine Übersicht über die wichtigsten Inhalte der geplanten Neuregelung von Zuwanderung, Aufenthaltsrecht und Integrationsförderung, Berlin. source: www.integrationsbeauftragte.de.

BFS/ EDK (2004): "PISA 2003 : Kompetenzen für die Zukunft - Erster nationaler Bericht (skills for the future – first national report)", Bildungsmonitoring Schweiz, OECD – PISA Programme for International Student Assessment, Neuchâtel/Bern. source: http://www.portal-stat.admin.ch/pisa/download/p2003_rappnat1a_d.pdf

Boeckmann, K, Eder, U., Furch, E., Plutzar, V. (2003): „Sprich deutsch und Du gehörst zu uns! Deutsch als Zweitsprache bei der Integration von MigrantInnen und in der LehrerInnenaus- und – fortbildung“. In: B. Busch, R. de Cillia (Hrsg.): Sprachenpolitik in Österreich. Eine Bestandsaufnahme. - Peter Lang GmbH. Europäischer Verlag der Wissenschaften. Frankfurt am Main. S. 43-62.

Brink, M., Hello, E., Odé, A. (2004) Traject- en maatscappelijke begeleiding in de inburgering: De huidige situatie en mogelijkheden voor de toekomst. Amsterdam: Regioplan.

Bundesamt für Migration und Flüchtlinge (2004): Konzept für einen bundesweiten Integrationskurs. Nürnberg.

Bundesgesetz über Aufenthalt und Niederlassung der Ausländer – ANAG of 26 March 1931 (as of 17 December 2002), Switzerland.

Bundesministerium des Innern (2004): Einzelheiten des Zuwanderungsgesetzes, Berlin. source: www.bmi.bund.de.

Bunt van den/Ministerie van Justitie (2003) Inburgering in het land van herkomst. Haalbaarheidsstudie in opdracht van het Ministerie van Justitie (Directie Coördinatie Integratiebeleid), door: Van den Bunt, adviseurs voor organisatie en beleid, Amsterdam.

Communication from the Commission on immigration, integration and employment COM (2003) 336 final

Esser, H. (1980): „Aspekte der Wanderungssoziologie: Assimilation und Integration von Wanderern, ethnischen Gruppen und Minderheiten; eine handlungstheoretische Analyse“. Darmstadt: Luchterhand.

Esser, H. (2001): Integration und ethnische Schichtung. Mannheimer Zentrum für Europäische Sozialforschung, Arbeitsbericht Nr. 40. Mannheim.

Finkbeiner, Eva (2002): Teilnehmererfahrungen aus dem Projekt „Integrationskurse für bleibeberechtigte Ausländerinnen und Ausländer in Baden-Württemberg“. Esslingen.

Gattiker, Mario (2003): Die Bemühungen zur Integration der ausländischen Wohnbevölkerung auf Bundesebene, Beilage zum Referat, Universität Bern.

Gesellschaft für Innovationsforschung und Beratung mbH (2004): Wissenschaftliche Begleitung der mit Mitteln des Bundesministeriums des Innern vom Bundesamt für die Anerkennung ausländischer Flüchtlinge geförderten „Modellprojekte zum Abschluss von Eingliederungsverträgen“, Berlin.

Gesetz zur Steuerung und Begrenzung der Zuwanderung und zur Regelung des Aufenthalts und der Integration von Unionsbürgern und Ausländern (Zuwanderungsgesetz) vom 30. Juli 2004, Germany.

Gries, Marie-Luise (2000): Neuregelung der Sozialberatung für Ausländer. Frankfurt a.M.

Interdepartementaal Beleidsonderzoek (IBO) (2002) *Perspectief op integratie. IBO naar de doelmatigheid van het inburgeringsbeleid*. Den Haag, Interdepartementale Werkgroep IBO Inburgering.

ISEO/ Erasmus Universiteit & COS gemeente Rotterdam (2004) *Integratie ne inburgering in Rotterdam. Integratiemonitor 2003*. Rotterdam: ISEO & COS.

Krumm, H-J. (2002): „One sprache konten wir uns nicht ferstandigen. Ferstendigung ist wichtig. Entwicklungen und Tendenzen in der Sprachlehrforschung im Bereich Migration und Integration“. *Deutsch als Zweitsprache*, 2/2002, S: 32-40.

Kunz, Thomas et al (2002): *Offenes Curriculum für Sprach- und Orientierungskurse*, Zweite Fassung. Frankfurt am Main.

Lucassen, L. (2002): *Paths of Integration: Similarities and differences in the settlement process of immigrants in Europe, 1880 – 2000*; Position paper (June 2002). source: <http://www.iisg.nl/cgm/imis-cgm-pp.doc>.

Maas, Utz et al (2003): *Qualitätsanforderungen für die Sprachförderung im Rahmen der Integration von Zuwanderern*. in: *IMIS-Beiträge Heft 21/2003*. Osnabrück.

Mahnig, H., Wimmer, A. (1999): Integration without Immigrant Policy: the Case of Switzerland, EFFNATIS Working Paper 29, November 1999.

Maßnahmenangebot: Akademikerprogramm der Otto Benecke Stiftung e.V. (2004). Bonn.

Michalowski, I. (2004) *An overview on introduction programmes for immigrants in seven European Member States*. Research commissioned by the Adviescommissie voor Vreemdelingenzaken (ACVZ), the Netherlands.

Neubert, Susanne (2001): Methodische Orientierung für kurze und praxisnahe Forschungsprojekte in Entwicklungsländern. Bonn.

Raad voor Maatschappelijke Ontwikkeling (RMO) (2003) *Inburgering: educatieve opdracht voor n nieuwkomer, overheid en samenleving*. Den Haag: RMO.

Regioplan OAI & PWC Consulting (2002) *Evaluatie van de Wet Inburgering Nieuwkomers*. Amsterdam: Regioplan.

Rohsmann, K. (2003) „Die „Integrationsvereinbarung“ der FremdenGesetzNovelle 2002. Integrationsförderung durch Sprach(kurs)zwang?“, Thesis, Univ. of Vienna.

Sanders, Karin (2004): Evaluation Sprachkurse für Zugewanderte durch das AmkA, Zwischenbericht. Frankfurt am Main.

Smit, S. (2004) 'Inburgeraars aan het woord'. In: ISEO & COS: Integratie en inburgering in Rotterdam. Rotterdam: ISEO, Erasmus Universiteit Rotterdam/ COS gemeente Rotterdam.

Stabsstelle des Ausländerbeauftragten der Landesregierung Baden-Württemberg (2002): „Projekt Integrationskurs“ in Baden-Württemberg. Stuttgart.

Unabhängige Kommission Zuwanderung (2001): Zuwanderung gestalten – Integration fördern. Berlin.

Vernehmlassungsverfahren, Erläuternder Bericht, May 2003, Switzerland.

Verordnung über die Integration von Ausländerinnen und Ausländern (VintA) of 13 September 2000 (as of 26. September 2000), Switzerland.

Vertrag über die Durchführung von Integrationskursen - Aufbaukursen - im Rahmen des Projekts „Integrationskurse für bleibeberechtigte Ausländer“ (2002). Karlsruhe.

Vertrag über die Durchführung von Integrationskursen - Grundkursen - im Rahmen des Projekts „Integrationskurse für bleibeberechtigte Ausländer“ (2002). Karlsruhe.

Vertrag über die Durchführung von Integrationskursen -Alphabetisierungskursen - im Rahmen des Projekts „Integrationskurse für bleibeberechtigte Ausländer“ (2002). Karlsruhe.

Wiener Integrationsfonds (Ed.) (2001) „Wohnbürger/innenschaft statt „Integrationsvertrag“, Vienna.

Wüstendörfer, Werner (2004): Evaluierung des interkulturellen Trainings (InkuTra) des Sachbereichs Migration der Arbeiterwohlfahrt Nürnberg. Nürnberg.

Websites

Adviescommissie voor Vreemdelingenzaken: www.acvz.com

Beauftragte der Bundesregierung für Ausländerfragen: www.integrationsbeauftragte.de

Bundesamt für Migration: www.bfm.admin.ch

Bundesministerium des Innern (2004): www.bmi.bund.de

Eidgenössische Ausländerkommission: <http://www.eka-cfe.ch>

Gemeente Amsterdam/ Inburgering: www.educatie-inburgering.amsterdam.nl

Gemeente Rotterdam/ Inburgering: www.rotterdam.nl/smartsite.dws?id=264925

Inburgernet: www.inburgernet.nl

Integration Basel-Stadt: <http://www.welcome-to-basel.bs.ch/integrationsbroschuere.pdf>

Kenniscentrum Integratiebeleid en grote steden: www.integratienet.nl/kcgs

Ministerie van Justitie/ Inburgering: www.justitie.nl/themas/integratiebeleid/inburgering

Österreichischer Integrationsfonds: www.integrationsfonds.at

Österreichisches Sprachdiplom Deutsch: http://www.osd.at/frame_SKN.html;
http://www.osd.at/frame_allgemeines.html

The European Commission web site: <http://europa.eu.int>

The European Commission DG Justice, Freedom and Security web site:
http://www.europa.eu.int/comm/justice_home