Policy Brief

Introductory Programmes and Initiatives for New Migrants in Europe

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Executive Summary

Migration is a permanent feature of European societies. It can bring significant benefits. But successful integration of migrants can not be taken for granted. For some migrants the integration process is not proving successful: in employment, education, housing, health or community relations.

There is growing consensus on the need to promote integration into the labour market *and* society; to focus on newcomers *and* the second generation; and that integration is a two-way process. It requires the migrant to adapt *and* the host society to address the barriers that can prevent full economic and social participation.

This paper looks at the integration of newcomers. It identifies the differing approaches adopted and good practice which could be shared. It outlines:

- Which new migrants are the target
- What the integration initiatives are designed to achieve
- Which agencies are responsible
- When the initiatives take place
- Whether participation is a matter of choice, incentive or compulsion
- What the programmes and varied initiatives consist of
- What has worked; and what has been less successful

Some programmes focus narrowly on acquisition of language, or access to employment. Dual trajectory programmes are increasing: providing language *and* social orientation, within or outside of a work setting. There is some evidence that

language tuition is most effective when set in the context of work or higher education.

Migrants' participation in language classes and social orientation are encouraged by incentives, or required, with sanctions for failure to participate. The relationship between the would-be resident and the host country may be defined as a contract: the migrant commits to learning the language and social engagement in return for the right to residence and to receive support in the integration process.

Where the state takes lead responsibility for introductory programmes, there is a trend towards greater control at the national level, with new agencies to plan and co-ordinate.

The challenges of integration have been felt most keenly at the local level. Regional and local government leadership has created opportunities for innovation but can lead to uneven provision.

Civil society - including employers, trades unions and community organisations - plays an increasing (but still under-utilised) role in introductory programmes: from language and skills training, social orientation and access to services, to initiatives to improve community relations. Programmes are often introduced because of need at the local level rather than as a result of national policy.

Information for migrants is provided in innovative and accessible ways, on access to jobs and services, on the laws, institutions and history of the country, on policing, advice agencies, personal finances, social norms and acceptable behaviour.

In social orientation courses, the goal may be provision of practical information or to influence behaviour. Parts of courses may be delivered by migrants, in a range of languages. Provision of childcare facilitates the participation of women.

Some initiatives focus not only on the migrant but on the host community - addressing their concerns and promoting positive interaction with their new neighbours. Initiatives prepare residents for new arrivals and bring migrants and residents together in situations which promote understanding and cooperation.

Mentoring initiatives are designed to bridge the gap between migrant and citizens as well as to ensure access to information. Helping to overcome ignorance and mutual fears, mentoring contributes to broader community relations' objectives. Some schemes engage work colleagues in mentoring new migrant employees.

Little research to measure outcomes has been conducted. The evidence available suggests successful initiatives may be those which:

- Engage private employers and/or local community organisations
- Reflect the actual needs of migrants
- Benefit from strong coordination between the organiser of programmes and the agencies providing services
- Follow through after initial investment in the migrant, recognising that integration is a long term process
- Do not address only language and employment (necessary but insufficient for integration) but also social orientation and access to services
- Address the concerns of the host community, providing information about new arrivals and fostering good relations with them
- Have resources to provide services such as language tuition, soon after arrival, to all migrants who need it, not only those in particular categories

Some barriers to success have been identified. These relate to the narrow focus of a programme, the exclusion of categories of migrant, the inability to match programmes to actual needs, financial constraints, poor coordination, lack of infrastructure at the local level, motivation to participate, or lack of suitably trained teachers and materials.

Conclusion

There is a growing range of introductory programmes and initiatives across the EU from which migrants and host societies are benefiting. Sufficient evidence on outcomes exists to encourage further investment and innovation.

There are clear benefits in the diversity of providers, and the variety in approaches adopted, rather than sole reliance on state driven, uniform delivery. Organisations in civil society, including employers, can be a significant additional resource if supported by a public policy framework that provides guidance, coordination and, in some cases, funding.

Language skills are a necessary but insufficient condition for integration. Language tuition needs to be supported by broader measures to foster social integration, access to essential services, and positive community relations.

The situation in each Member State differs. Not all programmes will be suitable for transfer to other states but there are many positive initiatives from which others could learn. There is no central source of information, and limited evaluation from which to judge 'what works'. Future cooperation at the EU level should address this limitation while fostering the innovation and sharing of good practice which is beginning to emerge. Independent evaluation of the outcomes of initiatives, using common criteria of assessment, would be invaluable for states when considering future policy development and resource allocation.

Introductory Programmes and Initiatives for New Migrants in Europe

Introduction

Greater consensus has recently emerged among EU Member States on the importance of initiatives to promote the integration of migrants into the labour market and society. Migration is recognised as a permanent feature of European societies which can bring significant economic and cultural benefits. It is nevertheless evident that the successful integration of migrants can not be taken for granted.

While many migrants do achieve economic and social integration without public policy intervention, there is evidence that in some communities the integration process, for newcomers and subsequent generations, is not proving successful: in employment (disproportional unemployment and non-utilisation of skills and qualifications); education (language skills; underachievement of migrant children); housing (excessive segregation; homelessness); health (which research shows declines *after* arrival); and community relations (tensions, victimisation, disorder).

This evidence has necessarily prompted reconsideration of integration strategies and greater acceptance of the need for a comprehensive approach:

- promoting integration into the labour market *and* society
- focusing on the second generation *and* newcomers; and
- recognising integration as a two-way process that requires the migrant to adapt *and* the host society to address the barriers that can prevent economic and social participation.

Some Member States have seen value in separate, formal programmes for new migrants (eg Netherlands, Finland); in others the priority has been building integration measures into mainstream services (eg Italy, Spain). State programmes can be complemented by initiatives at the local level run by community organisations or private employers, sometimes in partnership with the state.

This paper

This paper looks at recent experience in relation to the integration of newcomers. In many Member States, measures to integrate migrants are in the earliest stages. In others, existing measures are undergoing reform. In part this reflects the history of post-war migration. States in North West Europe have the longest experience of in-migration and hence of integration initiatives. In other parts of Europe experience is more recent. Necessarily, therefore, many of the examples in this paper are drawn from states which have the longest experience in this field.

Our aim is to identify the different approaches that are being adopted and 'good practice' which may be transferable. As most initiatives have not been in existence long enough for outcomes to be measured, nor independent evaluation to have been conducted, the identification of good practice can only be tentative at this stage. But the framework of options highlighted here may in itself be of assistance to states in their consideration of the approach most suited to their individual circumstances.

From our review of current initiatives for newcomers, we outline in this paper:

- Which new migrants are the target
- What the integration initiatives are designed to achieve
- Which agencies are responsible
- When the initiatives take place
- Whether participation is a matter of choice, incentive or compulsion
- What the programmes and varied initiatives consist of
- What has worked; and what has been less successful

Discussion

Which new migrants?

For those Member States which have initiatives for new migrants (and particularly those with formal programmes), the core target group is third-country nationals who have, or will acquire, residence status. Some programmes target only the head of household, others include family members. This may include the spouse of nationals (eg France). Some state programmes exclusively target refugees; most exclude the highly skilled. Asylum seekers may be included if they have valued skills (eg Denmark). Where participation is compulsory, the target group includes the unemployed who are drawing benefits. This may, as in the proposed new German and Dutch schemes, include migrants who have not recently arrived. In some states, (eg Latvia and Estonia) long term residents remain the primary focus. Target groups may include women who, while not drawing benefits, are not in employment. Many voluntary sector projects also exclusively target refugees rather than, for instance, those arriving as family members or on migrant worker programmes.

There is an increasing focus on specific groups such as women (eg France), mothers with small children (eg Denmark), youth and the elderly. The particular needs of the illiterate have begun to be addressed.

Programmes regularly exclude newcomers from other EU states, even though in some cases they can face difficulties in achieving labour market and social

integration. Migrants who enter on the basis of shared ethnic origin are, however, increasingly recognised as needing support (eg Germany, Finland).

State- run Integration Programme: Sweden

A comprehensive, non-obligatory integration programme to prepare migrants for employment and life in Sweden. In consultation with the migrant the municipality, funded by the government, is obliged to draw up a plan based on the needs of the individual. Education and job experience are taken into account. The programmes include education and training, tuition in Swedish and English, an introduction to Swedish society, vocational guidance with workplace training, and a review of leisure-time activities run by local associations. On average, the programme lasts two years. There is an expectation that programmes begin soon after arrival so that migrants can take up a job or further education, and acquire an independent means of subsistence as soon as possible. There are introductory programmes for children, which can involve preparatory schooling prior to insertion into the mainstream education system. Asylum seekers may, while awaiting a decision on their status, participate in some of the organised activity[1].

State – run Integration Programme: Austria

The law requires newcomers (third country nationals who entered after 1 January 1998 for permanent residence) to enter an introductory programme. It focuses on language tuition, with an element of civic instruction, in a certified language school. The language course consists of 100, 45-minute lessons with no final exam. The state pays 50% of the cost (up to a maximum of Euro 183) if the course is completed within the first year of receiving a residence permit. If completed within two years, a 25% contribution is made. However, if the migrant has not completed the course within four years, the residence permit may not be renewed and the migrant expelled. As an initial sanction, the government may stop unemployment benefit for up to eight weeks[2].

What is the goal?

While there is increasing recognition that integration, to be successful, must be achieved across a number of dimensions, some programmes still focus narrowly on acquisition of language and/or access to employment. The goal can simply be self-reliance (without state benefits) through acquisition of a job; or, in the longer term, that the migrant achieve employment commensurate with skills and qualifications. Migrants in those job-focussed programmes may have access separately to

1 Further information can be obtained by visiting: www.integrationsverket.se.

2 Further information can be obtained by visiting : www.integrationsvereinbarung.at.

information and guidance about the host society ('social orientation'), have guidance on accessing education and health services and suitable accommodation. Dual trajectory programmes are, however, increasing: providing language *and* social orientation, within or outside of a work setting.

Where social orientation is provided, the goal may be practical (how to access services) and/or behavioural: an understanding of the norms, values and history of the host society, to promote employability and good relations in the community. In some initiatives the premise is that the migrant is willing to adapt if support is provided; in others, it is an insistence that minimum standards of behaviour are required. Some social orientation programmes focus not only on the migrant but on the host community - addressing their concerns and promoting positive interaction with their new neighbours (eg Finland, UK).

In broad terms, the goal can be to redefine the relationship between the would-be resident and the host country as a contract: the migrant commits to learning the language and social engagement in return for the right to stay and to receive support in the integration process (eg Austria, Denmark). In that context, states vary in the emphasis they place on providing *opportunities* for migrants to participate, with a commensurate responsibility on the state to open doors to that participation; and the emphasis on *compulsion*, reflecting a focus on the migrants' responsibility to learn and contribute.

Some states define the level of integration to be achieved, others emphasise the need for the individual to establish their own long term goals, beyond the immediate goal of self reliance (eg Sweden). Several include within their objectives the protection of the rights of migrants regardless of ethnic group or cultural background, and the promotion of equality of opportunity (eg Sweden). Some refer to respect for different cultures while seeking to promote a common sense of identity and respect for democratic values (eg Estonia, Ireland). Some are keen to encourage civic participation, and may have a representative of foreigners on locally elected bodies (eg Rome, Italy).

Some state programmes lead to specific outputs: a certificate of participation (eg Belgium[3]) or of language achievement (eg Denmark). A level of achievement, whether of language alone or more broadly of social engagement, may be a condition of residence or access to citizenship status (eg Denmark, and as proposed in France and the Netherlands).

3 References to Belgium in this paper are to measures implemented in the Flemish part of the country.

Who is responsible?

Within the State

There is no uniformity on where primary responsibility lies for introductory programmes and initiatives. Where the state plays a significant role, as in some countries in North West Europe, there is a trend towards greater control at the national level, with new national agencies to plan and co-ordinate (eg Germany, France). There is also, however, responsibility for implementation at the local level (eg Denmark; Sweden). Municipal co-operation can be required by statute and/or encouraged by financial incentives.

The challenges of integration have been felt at the local level. Regional and local government have thus often been proactive in initiating measures (eg Portugal, Italy) as have city authorities (eg Frankfurt am Main). In some cases their models are then adopted elsewhere. This approach creates opportunities for innovation but means provision is uneven and coordination more difficult.

Within government, departmental responsibility can reflect the focus of past programmes (eg Ministry of Labour) and may or may not be well coordinated across other relevant departments (eg health and education). In part, the creation of new national agencies to oversee integration strategies is designed to ensure joined-up thinking and implementation. Adopting an alternative approach, the Netherlands has recently brought all migration matters, including integration, under the Ministry of Justice.

Private sector

Some private sector employers are playing an increasing role in providing language and skills training (eg Sweden, UK), often with social orientation. They may assist in finding or providing accommodation (and in Italy can be required to do so). There are examples of companies which set pay and conditions for low skilled workers above the minimum, in part to reduce turnover costs (eg Rentokil, UK). Business may enter into a formal agreement with the state to contribute (eg Sweden). Trades unions contribute to language tuition and health and safety training (eg the Catalonia Farmers Union, Spain; the construction workers union in the UK).

Civil society

Other organisations in civil society play a significant role in all aspects of introductory programmes: from language and skills training, social orientation and access to services, to initiatives to improve community relations. Faith groups, including Christian churches and Muslim associations, and refugee community

groups, as well as mainstream voluntary organisations feature prominently in a number of states. Government at national or EU level may contribute funding. Such initiatives are often introduced because of need at the local level rather than as a result of public policy. Some states (eg Sweden, Netherlands, Finland, UK) are increasingly emphasising the importance of these non-state actors.

Who pays?

The cost of national programmes may be covered by the state (eg Poland, Latvia), may have a financial contribution from regional or municipal government, or include a contribution from migrants themselves. Employers may be expected to pay part of the cost (eg Austria). Governments may provide grants to voluntary organisations to provide services (eg Spain, Ireland). Levels of funding to course providers can be affected by results: better results attracting higher funding as an incentive.

When do introduction initiatives take place?

Some Member States now require a level of language acquisition before entry is granted. Ethnic Germans take a language test in their country of origin, as do ethnic Finns in Russia. The Netherlands intends to require a language test prior to entry clearance. Formal state introductory programmes, post entry, may commence within a set period of weeks after arrival, or timing may revolve around the application for and renewal of residence permits. Programmes may be set for completion within two to three years or be more open ended.

Is participation a matter of choice, incentive or compulsion?

This question arises only in relation to state introductory programmes. Some states have not had such programmes in the past and are introducing them on a voluntary basis. Elsewhere, participation in language classes and, in some cases, social orientation, is encouraged by incentives, or required.

Incentives include earlier access to a residence permit (eg Denmark, where the migrant must also show steady employment and a 'meaningful connection with Danish society'); earlier access to citizenship (eg Germany, after seven years instead of eight); financial assistance for language courses (eg Poland, for refugees) or free classes (eg Belgium). It can include repayment to the migrant of part of the cost of the course, once completed (eg Austria). Migrants may have access to additional social benefits if a language course is followed (eg Hungary and Finland).

Sanctions for failure to participate in or complete courses include refusal to grant or extend residence permits, and hence the right to remain in the country (eg Austria), reduction or withdrawal of welfare benefits (eg Denmark), and fines (eg Belgium).

The requirement may include demonstrable efforts to find work (eg Denmark) or to undergo a medical examination (eg France). Categories of people regularly exempted from the requirement to participate include the elderly and the sick. Those penalised for failing to participate do not, it appears, always have recourse to appeal.

Programmes and initiatives: structure and content

Government led programmes can be full time over a period of weeks or part time over a longer period, with rolling admission or set starting dates. They may be offered in all parts of the country or in areas with significant migrant populations. The programme may begin with a personal assessment of the language and employment needs of each migrant (eg Belgium, Denmark), as well as their wider need for housing and services. This is followed by a tailored course designed to ensure that the individual becomes self-reliant (eg Denmark: a migrant with no Danish or employment could receive up to 30 hours per week tuition and support). Elsewhere, programmes are not individually tailored. Where comprehensive programmes do not exist, states may provide an initial day of introduction to services and personal advice on how to access language and vocational training (eg France's reception 'platforms', a gateway to services and one-to-one advice).

Programmes may have a narrow focus, notably on language, or include a combination of language, vocational training, advice and assistance in securing employment, and social orientation. If language tuition is not needed, the social orientation element may still be compulsory. Tuition may take place outside of the work place or be combined with the individual's employment. The content of programmes may be proscribed, or allow flexibility in the choice of courses attended (eg Finland).

The content of programmes and initiatives can be grouped as follows:

1. Information provision

Information is provided to migrants in increasingly innovative and accessible forms, although the majority of migrants in the EU still have no access to it. Welcome packs are provided by some states and by voluntary organisations (eg Ireland) providing invaluable information on access to jobs and services, on the laws, institutions and history of the country, on policing, advice agencies, personal finances, social norms and acceptable behaviour. Some cities provide information relevant to that area. The information may be provided in book form, in one or more language, or on video or audiotape.

Citizen in Denmark: A Manual for New Members of Society

The Danish Ministry of Refugee, Immigration and Integration Affairs published a book, *Citizen in Denmark*, in 2003. It provides information on topics ranging from introduction to Danish society and description of the migrant's first days in Denmark to language courses offered. *Citizen in Denmark* is also available as an audiotape, providing a good example of information dissemination accessible even to those with little education. The manual can also be downloaded from the Ministry's web page. It is published in eight languages: Arabic, Bosnian/Croatian/Serbian, Danish, English, Farsi, Somali, Turkish and Urdu. The focus of the Danish manual is broader than that produced in some other states, including an overview of Danish society[4].

Handbook on Immigrants' Rights and Entitlements: Ireland

The Immigrant Council of Ireland, an NGO, published the *Handbook on Immigrants' Rights and Entitlements in Ireland* in 2003. It outlines the application process for entry and differing rights of migrants now resident in Ireland. It provides up-to-date, practical information on all aspects of law, policy and practice. Key topics include residency, entry visas, work and business permits, student visas, family reunification, citizenship, social welfare, health care, education, accommodation, and employment. The handbook can also be downloaded from the organisation's web page[5].

Information technology has facilitated access for those for whom books are not the most appropriate medium. Two examples are among our highlighted projects.

Migrant community organisations are often the first source of advice to newcomers. Their capacity to provide accurate information and to encourage constructive engagement can be enhanced by state funding (eg Spain, UK). Service providers also need information on migrants and effective integration strategies. The Danish government, for example, publishes a manual for local politicians on good practice and has a database of examples for officials to use on a dedicated website[6].

Info Bank: Finland

The web pages of Info Bank contain important information for migrants on the functioning of society and opportunities in Finland. The menu of this internet service is divided into essential questions relating to immigration and living in Finland covering language courses, culture and leisure, crises, work, education, health, social services, permits, accommodation and associations. The links provide further information on services provided by public and voluntary bodies. This well organised information service was initiated by the International Cultural Centre, Caisa, in cooperation with the Helsinki City Library. It is funded by the City of Helsinki and the European Social Fund. The pages of Info Bank have been translated into English, Swedish, Somali, Russian, Estonian, French, Serb Croat, Turkish and Farsi thus

4 Further information can be obtained by visiting:.http://www.inm.dk/medborger/medborger/index.htm.

5 Further information can be obtained by visiting : http://www.immigrantcouncil.ie/handbook.htm.

6 www.erfaringsdatabasen.dk

proving information even for the most recent migrants with no knowledge of Finnish or Swedish[7].

Virtual Integration Office: The Netherlands/Germany

The Virtual Integration Office, a multimedia information product, was established in 2002. It serves as an intermediary between migrants and public authorities by simplifying transactions between them. Touch screens have been installed in public places and the programme can also be delivered via Internet and CD ROM. Information is constantly updated and includes immigration matters and finding employment. Arabic, Turkish and English language versions exist. The information is presented to suit people who have low literacy by using pictograms and an audio guide. In the Netherlands, the Virtual Integration office, which is adapted in each city to specific local needs, costs from € 15.000 pa. In Amsterdam alone, up to 2500 people use the city's fifteen information points each month. The project has also been implemented in Eindhoven, Den Haag and Deventer, and extended to Germany demonstrating that one idea can work in several countries[8].

2. Language tuition

Language classes are provided by the state, private employers, trades unions and voluntary organisations, within and independently of the work place. There is some evidence that language tuition is most effective when set in the context of work or higher education; or perhaps simply when set in the context that the new migrant most needs. That could, for a mother of young children, be language for shopping and access to the school system.

State provision of language tuition varies in hours provided and the level of language ability expected. Austria provides 100, 45-minute lessons; Belgium up to 180 hours. Germany plans to provide considerably longer courses, up to 300 hours basic with an additional 300 hours, plus 30 hours of social orientation. The state may require tuition to be undertaken at certified language schools (eg Austria). Courses may be geared towards the level of education the individual has had (eg Denmark) or only the level of language achieved (eg Finland).

In-house Integration Project: The Netherlands

In 2001 this multi-cultural personnel management programme (IIP), was set up to provide language training at the workplace, to inform immigrant employees about the norms and values of that workplace, and to promote employment practices appropriate for a diverse workforce. It has been implemented in firms in several regions, in collaboration with the government, several municipalities and Regional Training Centre's. So far, 300 migrants

7 Further information can be obtained by visiting: http://www.caisa.hel.fi/page.asp?_item_id=303&_lang_id=EN.

8 Further information can be obtained by visiting: http://www.inburgeringsloket.nl/startprojectviwebitem16725lande.html

have benefited from the programme. The IIP includes an employment contract for the migrant, on-the-job language and communication training, vocational training, a training module for employees who act as mentors to migrants, and guidance to managers on managing a diverse workforce[9].

Language in a work setting: United Kingdom

Fusion Personnel, an agricultural gangmaster operating in the Evesham area of England, supplies casual labour to horticultural businesses. Many of the firm's employees are recent migrants and have basic literacy, numeracy and language needs. To improve their basic skills and effectiveness at work, Fusion Personnel has developed a training scheme. It provides time off during working hours to attend language training with a tutor from a local Further Education college, paid for by the firm. Fusion Personnel benefits from a more motivated workforce and actively campaigns against other gangmasters who employ irregular migrants or pay less than the statutory minimum wage[10].

Where language tuition is provided independently by the voluntary sector, it may nevertheless be by organisations with close associations with employers, with the overt intention of securing employment for the migrants on completion of the course (eg Working Links, United Kingdom).

Language in a work setting: Latvia

Under its National Programme for Language Training, Latvia has since 1997 provided free language tuition for workers in key occupations such as railway workers, the police, medical staff, fire fighters and teachers. The aim is to help them secure or maintain employment as well as to increase participation in wider society. The focus here is not new arrivals but long term residents who do not speak Latvian. In cooperation with education experts in universities, teaching materials have been specially designed, and teachers trained, to make tuition appropriate for these workers. These partners, including employers, meet regularly to discuss ways in which the programme could be strengthened[11].

Language and orientation courses: Germany

Introduction courses have been organised by the Office for Multicultural Affairs in Frankfurt am Main since 2001 to support a smoother transition into daily life by providing basic information for new migrants with a long-term intention to stay. The particularity of the programme lies in the conception of the first part of the course (amounting to about 40

9 Further information can be obtained by visiting: http://www.youngtpg.com/BeYoung/BeYoung_13_WT.pdf

(page 5) Contact person: Joop van Schijndel, <moa@hetnet.nl or joopvanschijndel@hetnet.nl

(Phone + 31 413 37 69 39; Fax: + 31 413 36 95 30)

10 Further information can be obtained by visiting: www.fusionpersonnel.co.uk.

11 http://ivavp.lv/home.php' email: ivavp@ivavp.lv

hours) which is offered in eight languages by instructors that are often migrants themselves, and provide a practical orientation to the city. Migrants are taken on a field trip to the city centre using public transport and see where various public authorities are located. They also get a broad overview of the legal system and social order. Orientation courses, which are held in native languages, provide important information about Frankfurt, its institutions and public facilities. Subsequently, 600 hours of language tuition are offered by certified language instructors. The City of Frankfurt and the Ministry of Social Affairs Hessen funded the pilot project in 2002. Migrants contribute €0.50 per hour[12].

3. Vocational training

Vocational training is a regular part of individual integration plans (eg Finland) as well as the opportunity to complete professional skills for which training has been begun elsewhere (eg Sweden, for refugees). It may include on the job workplace training. Finland also encourages voluntary work, where language is insufficient for employment, as a pathway to work, including involvement in the management of migrant associations. Denmark's programme for asylum seekers enables them to combine language tuition with work in their asylum centre or an internship in a local firm. In the UK, non governmental organisations also run vocational courses for refugees, while Further Education colleges run courses for refugee health professionals to upgrade their language skills and orientate them towards the UK health system.

Language for work: United Kingdom

Working Links was established in 2000 to help the long-term unemployed into sustainable jobs across the UK. Its 'Language2work' courses are designed to teach English relevant to the work situation and to provide help in finding a job. A six-week, intense, 'work-first' English course is designed to enable people to gain sufficient confidence to start work. It includes career counselling, job search skills, and assistance in brokering a relationship with a potential employer. Initial funding came from government but is now provided by a range of public agencies. Local employers are drawn into an arrangement with the programme, including providing interview training. In return they get advice on migrants' differing entitlement to work. The Trades Union Congress provides advice to participants on rights at work; and participants receive practical advice such as how to open a bank account. After the migrant finds a job, Working Links stays in touch for three months 'to check that everything is running smoothly'. Sixty new people start Language2Work every six weeks and since

12 Further information can be obtained by visiting: http://www.stadt-frankfurt.de/amka/english/projects/usuk_projects_frame_e1.htm. Contacts: Cornelia Hiel, Tel. 0711/231-3446, cornelia.hiel@im.bwl.de Regina Thalheimer, Tel. 0711/231-3448, regina.thalheimer@im.bwl.de. Also, you may refer to the following document: Richard Wolf und Friedrich Heckmann: In Deutschland zu Hause- Politik, Gesellschaft und Alltagswissen fuer Zuwanderer und Einbuergerungswillige. Evaluationsbericht zum Modellprojekt Integrationskurse an das Bayrische Staatsminsiterium fuer Arbeit und Sozialordnung, Familie und Frauen und das Bildunszentrum Nuernberg, europaeisches forum fuer migrationsstudien (efms), 2003.

November 2000 over 40% of participants have found work. 60% were still in employment after 13 weeks[13].

4. Social orientation

The goal of social orientation courses may be to raise awareness and influence attitudes and behavior; or more broadly to encourage social engagement and participation in the community. Courses can include practical skills (eg experiencing use of public transport to identify location of key agencies in the city, as in Frankfurt; or engagement in their child's school activities, as in Finland). It regularly includes practical information (eg access to jobs, vocational training, the structure of the labour market, health and education sectors), and can review local leisure-time activities (eg Sweden). It may cover the history and culture of the country, its legal, administrative and political systems; as well as more subjective subjects: lifestyles, social norms and expected behaviour at work, and the importance of human rights and equal opportunities. Courses may be delivered by migrants, in a range of languages. Some provide childcare to facilitate participation of women.

Integration workshops for women with children: Denmark

The Danish Ministry of Refugee, Immigration and Integration Affairs organises integration programmes for Danish language and social orientation. The intention is to provide an opportunity to participate in a local community activity and, in the long term, to move on to working life. It should strengthen personal development, social involvement and integration. The project has two components: an integration seminar consisting of four modules including classes in Danish society and legislation, career and educational counselling, excursions and study trips, exercise, bike training and computer literacy lasting six weeks. An information course and tutoring for both children and mothers is also offered. The second component consists of open workshops with employers to provide job guidance. A successful textile workshop has been set up with 100 users. The City of Copenhagen provides funding. In 2002, 15 out of 53 participants embarked on further programmes at the language centre, eight found employment and one started her own business. Moreover, the project was found to act as a bridge between women and the local community, thereby facilitating integration into Danish Society[14].

13 Further information may be obtained by visiting: http://workinglinks.co.uk.

14 Further information can be obtained by visiting: http://www.inm.dk/Index/dokumenter.asp?o=97&n=1&h=31&t=1&d=1801&s=5

Women Mediators of the 20th District of Paris: France

The Women Mediators of the 20th District of Paris (Femmes-Relais) were formed in 1996 and had by 2002 nine salaried employees and ten volunteers serving about 600 persons per year. The goal is to advance the integration of women into society, in particular to enhance their understanding of how French society works. They advise and assist migrants on various issues such as schooling, health, housing, and employment, changing the women's perception of these institutions. Immigrant women from the 20th district are the main target group with more than half originating in North Africa and the Near East. The project is financed from various public institutions including the Municipal Council of Paris and the Ministry of Justice[15].

Mentoring

Mentoring initiatives, designed to bridge the gap between migrants and citizens as well as to ensure migrants' access to information, are featured as part of social orientation in many Member States. They help to overcome the social isolation some migrants experience. The evidence suggests this is an approach with considerable potential but remains under-utilised. Helping to overcome ignorance and mutual fears, mentoring also contributes to broader community relations objectives. Some integration schemes engage work colleagues in mentoring new migrant employees (eg National Programme for Language Training in Latvia).

Connecting People: Austria

Connecting People, a mentoring project for young asylum seekers was initiated in Vienna in 2000 by UNICEF Austria and organised by Asylkoordination Oesterreich. Mentors attend a three-month training session before they are matched with a refugee whom they assist in practical matters such as finding a job, attending school and learning German, as well as providing emotional support. The project aims to offer young refugees orientation and safety and is considered an important step in integrating them into society. The mentors meet regularly with the project coordinator. This project has recently also been implemented in Graz[16].

15 Further information can be obtained from Femme Relais du 20eme, 74, Rue des Lamaniers 75020, Paris (0144 62 93 92). Also, a brochure has been published: Sharing Integration Experiences: Innovative Community Practices on Two Continents, Aristide R. Zolberg and Alison Joy Clarkin (eds.) International Centre for Migration, Ethnicity, and Citizenship, New School University, New York City, 2003 Chapter: Women Mediators of the 20th District of Paris by Sophie Maurer.

16 Further information can be obtained by visiting: http://www.asyl.at/connectingpeople/

A book has been published (in German): Connecting People-Jugendliche Flüchtlinge und ihre PatInnen erzählen

Gebunden, 136 Seiten, ISBN 3-85476-060-4, Euro 9,90, sfr 17,80, Hg. von UNICEF und asylkoordination österreich

Time Together Refugee Mentoring Scheme: United Kingdom

Time Bank, a charity, runs a mentoring scheme for adult refugees in London, Birmingham, Glasgow and Peterborough to connect them with British citizens. Mentors are given an initial eight-hour training session. The scheme is structured with a learning contract drawn up by the mentor and mentee to formalise their commitment to each other. Both are asked to set aside at least 5 hours a month for a year. In a useful handbook suggestions are given for possible activities but it is the responsibility of the mentee and mentor to decide what they want to do, and to gain, from the relationship. On evaluation it was found that refugee participants had more job interviews. A number of organisations have expressed an interest in working in partnership to extend this scheme nation wide. The European Refugee Fund contributes to the cost. Lloyds TSB foundation paid for the independent programme evaluation[17].

Community relations

Projects to avoid community tensions are not always part of introductory programmes. In some areas, however, local municipalities and voluntary organisations have initiatives to prepare residents for new arrivals, and to bring migrants and residents together in situations which promote understanding and positive relations. Governments may provide grants, as Ireland does for 'welcome' meetings, day trips, sports and inter-cultural activities. Migrant and faith groups have been found in research to be successful in forging relationships with the wider community, providing newcomers with the confidence to build 'bridging capital' with strangers. In the UK, public bodies have recently been given a statutory duty to promote good relations between local residents and ethnic minorities, including new arrivals.

Preparing residents for new arrivals: United Kingdom

In Southside, Glasgow, public meetings were held to inform local residents about the services that asylum seekers would receive and the circumstances which had given rise to their forced migration, in order to reduce the likelyhood of community tensions. As a result, local people formed a welcoming committee to present the asylum seekers with clothing and other essentials. This initiative was so successful that it was also implemented in West Dunbarton and Edinburgh[18]. In Leicester, the value of careful and extended preparation for the arrival of new migrants and refugees has also been demonstrated. A multi-agency group, including the local council, refugee organisations and the police engaged in 12 months of preparatory work before housing asylum seekers on the predominantly white Northfields estate. This involved meetings, setting up a forum for the exchange of information, attempts

17 Further information can be obtained by visiting: http://www.timebank.org.uk/mentor/

18 http://www.scotland.gov.uk/library5/social/asis.pdf p37

to counter myths about asylum seekers and refugees and close consultation with the local tenants and residents association[19].

Conflict prevention and resolution: United Kingdom

The Safe Communities Initiative (SCI) was launched by the Commission for Racial Equality, a statutory body, in 2003 to support local organisations in preventing and resolving community conflicts relating to migrants and ethnic minorities. A steering committee, chaired by a retired chief commissioner of police, includes voluntary organisations (eg Muslim Council of Britain, Board of Deputies of British Jews, and Citizens Advice) and government departments responsible for social cohesion, dispersal of asylum seekers, and neighbourhood renewal. As well as producing guidance on strategies to avoid community tensions, SCI brings together local agencies to facilitate collaboration. Following disorder arising from community resentment of asylum seekers in Wrexham in 2003 it organised an agency de-brief to ensure lessons were learnt. In Spring 2004 it held two Youth Cohesion Conferences at Arsenal and Aston Villa football grounds to learn from young people about sources of conflict in their lives and share ideas on good practice solutions. SCI is working with Muslim groups and Imams to calm tensions arising from the arrests of individuals suspected of terrorist offences[20].

5. Holistic approach

Some agencies endeavour to provide a full range of services to meet the needs of migrants, in cooperation with public agencies, as well as to improve relations in the wider community.

Holistic service: Ireland

SPIRASI, a catholic voluntary organisation founded in 1999, has a holistic approach to integration, providing a range of services. Its Centre for the Education and Integration of Migrants provides language tuition for asylum seekers, refugees and migrants. IT training modules are also provided on site to clients free of charge. The number of students attending English language programmes in 2002 was 434 (daytime classes) and 175 (evening classes). Spirasi is also part of a Centre for Health Information and Promotion, in association with public agencies. It delivers health information in several languages at Dublin reception locations to newly arrived asylum seekers to help them comprehend how the Irish health system works and how to access services. During 2003, 1,452 newly arrived asylum seekers participated in health information sessions organised by the four salaried immigrant staff. Spirasi also has services for victims of torture, with 730 people from over 40 countries helped since 2001. It visits schools to promote understanding of migrants, contributes to the training of public service providers, and provides up to date advice via its website[21].

19 http://www.cih.org/publications/pub352.htm

20 www.cre.gov.uk

21 Further information can be obtained by visiting: www.spirasi.ie.

What has worked? What has been less successful?

The examples highlighted here are among those which stand out as initiatives which are delivering benefits for both migrants and the host society. As yet, little research to measure outcomes has been conducted. It is indeed difficult to assess the impact of programmes when the goal is not only language acquisition but broader, long term employment and social objectives. The evidence available suggests successful initiatives may be those which:

- Engage private employers and/or local community organisations, whose potential contribution is under-utilised
- Reflect the actual needs and background of migrants (based on personal assessments, consultation with migrant representatives or research)
- Benefit from strong coordination between the organiser of programmes and the agencies providing services
- Follow through after initial investment in the migrant, recognising that integration is a long term process
- Do not address only language and employment (necessary but insufficient for integration) but also social orientation and access to services
- Address the concerns of the host community, providing information about new arrivals and fostering good relations with them
- Have resources to provide services such as language tuition, soon after arrival, to all migrants who need it, not only those in particular categories

Where these programmes and projects have been evaluated, some barriers to success have been identified. In relation to language tuition, migrants can wait too long for access to classes; or classes can be ineffective because catering for people who not only have differing levels of language ability but very differing levels of education. Access to work-focused language training can be limited. The distance to the education provider can be too great for migrants to participate. Migrants may lack motivation to learn a language used only in one country if they do not expect to be able to remain in the long term.

Programmes may meet the needs only of the head of the family. Local agencies can find it difficult to identify who is entitled or required to participate. High level strategies are not always backed up by guidance to staff nor the teaching materials needed. Plans for individual migrants can be insufficiently specific so that provision does not meet actual needs. Attendance can fall below numbers expected. It is not clear whether sanctions are being applied and thus whether they have an impact on participation and attainment.

A lack of public infrastructure, or of an active voluntary sector, can mean that there is no framework in some states in which an integration strategy for newcomers can be

placed. Elsewhere, poor co-ordination between agencies, each responding to separate pressures, is hindering provision of joined up services as well as the monitoring of outcomes. Programmes and projects are regularly under-funded or heavily reliant on insecure project funding.

Conclusions and Recommendations

In a short space of time, the seeds of a huge variety of integration programmes and projects have been sown, across the EU. While many still have no access to these initiatives, others are benefiting, as are their host communities. Sufficient evaluation has not yet been conducted to identify which initiatives are most successful there is enough evidence to encourage further investment and innovation. Language is a necessary but insufficient condition for integration and must be supported by broader measures to foster social integration, access to services, and positive community relations.

The situation in each Member State differs as do the priorities for policy intervention. Not all programmes or projects will be suitable for transfer to other states but there are many initiatives from which others could learn. There are clear benefits in the diversity of providers and in the variety in approaches adopted, rather than sole reliance on state driven, uniform delivery. Community organisations, and private sector employers, can be a significant additional resource if supported by a public policy framework that provides guidance, coordination and, in some cases, funding.

It was difficult to find the case examples for this paper. There is no central source of information, and limited evaluation from which to judge ‘what works’. Future cooperation at the EU level should address this limitation while fostering the innovation and sharing of good practice which is beginning to emerge. Independent evaluation of the outcomes of initiatives, using common criteria of assessment, would be invaluable for future policy development and resource allocation.

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